U. S. DEPARTMENT OF LABOR
JAMES J. DAVIS, Secretary
CHILDREN'S BUREAU
GRACE ABBOTT, Chief

CHILD WELFARE IN NEW JERSEY

PART 2—STATE PROVISION FOR DEPENDENT CHILDREN

THE WORK OF THE BOARD OF CHILDREN'S GUARDIANS OF THE NEW JERSEY STATE DEPARTMENT OF INSTITUTIONS AND AGENCIES

By

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CONTENTS

	Page
Letter of transmittal	v
Introduction	1
Historical development of the New Jersey State Board of Children's Guardians	3
Laws under which the board of children's guardians operates	3
Beginnings of the work of the board of children's guardians	6
Organization of the New Jersey State Board of Children's Guardians	7
Type of service rendered	7
Children under care of the board of children's guardians and cost of their care	7
Children committed to the board of children's guardians and placed in foster homes and institutions	9
Board of managers	13
Committees	14
The staff	14
Office equipment	15
The work of the New Jersey State Board of Children's Guardians with dependent children in foster homes	17
Staff and organization of the dependent children's department	17
The staff of the dependent children's department	17
Organization of the work	18
Assignment of work	19
Children received for placement	20
Terms of commitment	20
Methods of commitment	20
Relation of the board of children's guardians to private agencies initiating commitment of dependent children	23
Investigation of the child's home	25
Temporary care pending placement	28
Formulation of the plan for the child	28
Adoptions	29
Methods of placement	32
Care of the child's health	35
Foster homes	42
Foster-home finding	42
Investigation of foster homes	43
Standards in foster homes	45
Assistance to the foster parents	49
Placement of children in foster homes	50
Replacements	50
Supervision of children in foster homes	51
Frequency of visits	51
Relation of the staff to the children	53
Education	54
Recreation	55
Clothing	56
The economic status of the child	57
Discipline	58
Contacts with the child's own family	59
Discharge and aftercare	60
Conclusions	64

Page

The work of the New Jersey State Board of Children's Guardians with dependent children in their own homes 67
Children boarded in their own homes under the dependent children's act 67
Methods of commitment 68
Payment of board 69
Investigation of the family situation 70
Supervision of families in which children were boarded with their mothers 72
Adequacy of aid 73
Standards of living in families where children were boarded with their mothers 73
Aid to mothers with dependent children in their own homes 77
Provisions of the act to promote home life for dependent children 77
The home-life department 79
Investigation of the petition 82
Court hearings 88
Method of paying grants 89
Supervision of families 89
Services rendered the families under supervision 94
Relations between the State board and its clients 100
Relation of the State board to other social agencies 100
Adequacy of relief granted 102
Petitions for aid denied 109
Standards of living in families granted aid 110
Standards of work of the board of children's guardians with regard to mothers' aid 114
Object of aid to mothers with dependent children 115
Investigation 115
Supervision 115
Conclusions 119
Evaluation of the work of the board of children's guardians with dependent children in their own homes 119
Suggested changes in organization 122
Appendix—Record forms used by the New Jersey State Board of Children's Guardians 127

LETTER OF TRANSMITTAL

U. S. Department of Labor,
Children's Bureau,
Washington, February 1, 1927.

Sir: There is transmitted herewith a report on Child Welfare in New Jersey, Part 2—State Provision for Dependent Children, the second of a series of studies made by the social-service division of the Children's Bureau at the request of the New Jersey State Board of Control and the State Commissioner of Institutions and Agencies. This report deals with the work of the New Jersey State Board of Children's Guardians, which under the supervision of the State board of control is responsible for the care of dependent children in New Jersey. The study of the foster-home care provided by the board was made by Ruth Berolzheimer and of the care of children in their homes by Florence Nesbitt, who have both had wide experience in these respective fields. Every facility was given to the representatives of the Children's Bureau by the executives and staff members of the board of children's guardians to study the records and the methods used by the board.

Respectfully submitted.

Grace Abbott, *Chief.*

Hon. James J. Davis,
Secretary of Labor.

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CHILD WELFARE IN NEW JERSEY

PART 2—STATE PROVISION FOR DEPENDENT CHILDREN

INTRODUCTION

Responsibility for the administration of New Jersey's program for the care of dependent, neglected, delinquent, subnormal, and feeble-minded children is lodged by statute in the New Jersey State Department of Institutions and Agencies.[1]

Judged by present-day standards, State responsibility for the care of children who have become dependent or delinquent carries with it responsibility for the development of an understanding of community causes of dependency, delinquency, and degeneracy and for assisting local public and private agencies in making plans to prevent delinquency, dependency, and the unnecessary breaking up of families. If the State's resources for the care of children are to be developed progressively and if public and private agencies for the care of children are to contribute toward a constructive handling of all the problems involved the State must supply the leadership which will make this possible.

The problems of dependency, neglect, delinquency, and degeneracy are interrelated. Though the individual child who becomes a ward of the State requires intelligent and highly specialized treatment, the broadest community aspects must be considered also. Historically New Jersey developed its agencies for specialized care first, and until a few years ago they were independent administrative units. Though these agencies have been made parts of the New Jersey State Department of Institutions and Agencies they have not yet been integrated into a really coordinated service. The commissioner of institutions and agencies in his department has the beginnings of a children's bureau, but it is not yet sufficiently developed to obtain for the children the full value of the institutions and agencies which the State has created or to supply the necessary State leadership which a well-organized children's division could give.

The reports of the United States Children's Bureau made after its study in New Jersey in 1925 deal separately with the work of the State for dependent children, through the State board of children's guardians, and the State's provision for the care of delinquent children so that they may seem to be unrelated activities. There is, however, in process of development by the commissioner of institutions and agencies more in the way of integrating the whole program than these individual reports can reveal, and such work as is done in the prevention of dependency and neglect by cooperation

[1] N. J., Laws of 1918, ch. 147. For a history of the development of the department of institutions and agencies and a description of its present organization see Child Welfare in New Jersey, Part 1—State Supervision and Personnel Administration, by William J. Blackburn (U. S. Children's Bureau Publication No. 174, Washington, 1927).

with local agencies and institutions and other State departments is being developed in the office of the commissioner.

In subsequent reports State care of delinquent children and local public and private provision for dependent and delinquent children in relation to the State's program will be discussed. The present report is confined to a summary and analysis of the findings of a study, undertaken by the Children's Bureau in 1925, of New Jersey's care of its dependent wards.

The New Jersey State Board of Children's Guardians, which had had an autonomous existence for many years, is now responsible under the general supervision of the New Jersey State Board of Control and the Commissioner of Institutions and Agencies for (1) the placement and supervision of children in foster homes, (2) the boarding of children in their own homes under supervision, and (3) the administration of aid to mothers with dependent children in their own homes. The first two types of work are carried on under the dependent children's act of 1899, as revised in 1918, by the so-called dependent children's department. The administration of mothers' aid is authorized under an act of 1913 and is carried out by the home life department.

New Jersey was a pioneer in the work of placing dependent children in foster homes and in boarding children in their own homes under supervision of a State agency. For this reason a discussion of the history of this work and its development into public provision for dependent children in their own homes together with an account of the methods now employed by the New Jersey State Board of Children's Guardians will be of special interest to the various State and private agencies having any responsibility for dependent children.

The field work on whch this report is based was commenced in the spring of 1925. In order to arrive at an understanding of the work of the State board of children's guardians four methods of study were used: (1) A statistical study of the records of all children committed to the board and placed in foster homes and institutions between April 1, 1920, and March 31, 1925; (2) careful observation of the office equipment and administrative procedure used in handling cases, including the number and qualifications of the staff available for the work; (3) visits with members of the field staff of the board on their regular assignments; and (4) a special study of selected case records.

HISTORICAL DEVELOPMENT OF THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS

LAWS UNDER WHICH THE BOARD OF CHILDREN'S GUARDIANS OPERATES

The law creating the New Jersey State Board of Children's Guardians in 1899 was the direct outcome of the preliminary report made by a commission of private citizens, appointed by the Governor of New Jersey to study the defective, delinquent, and dependent children under public care in the State of New Jersey. As revealed by this preliminary report, the condition of children then inmates of almshouses throughout the State was of such a serious nature that the recommendation of the commision that a State board of children's guardians should be created was adopted by the legislature.

The State board of children's guardians was established in 1899 to "have the care of and maintain a general supervision over all indigent, helpless, dependent, abandoned, friendless, and poor children who may now be or who may hereafter become public charges * * *." The board was also given the care of all children adjudged public charges who were at that time in any county asylum, county home, almshouse, poorhouse, charitable institution, home, or family to which they had been committed, confined, adopted, apprenticed, indentured, or bound out.[1] The services to be rendered to dependent children by the State board of children's guardians were clearly set forth in the act:

> When any child shall become a public charge, to place such child in the care of some family within this State with or without the payment of board, and with or without indenture; and it shall further be the duty of such State board of children's guardians to place such child in the care of a family of the religious faith of the parent or parents of such child and during the period in which the State board of children's guardians is seeking such family for such child and until such family is secured as hereinbefore provided, it shall be the duty of the State board of children's guardians to place such child in the custody and care of an institution in this State for the care of children: *Provided*, That the institution in which the child is placed shall be one maintained for children of the religious faith of the parent or parents of such child when such an institution exists therein; in case no institution of such religious faith exists in this State, then the said board of children's guardians shall use its discretion in providing an institution for the care of such child until a family has been secured.
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> * * * to visit, by its agent or agents, quarterly all children who may be committed under this act, and also any home, asylum, institution, or private family where any such child or children may be placed.[2]

The responsibility of the local authorities for dependent children coming to their attention was stated as follows:

> It shall be the duty of every overseer of the poor or other officer in any county, city, township, borough, or other municipality in any county in the State, having jurisdiction and power to do so, to commit such child or children to the care of the keeper of the almshouse, or such other institution

[1] N. J., Laws of 1899, act of Mar. 24, 1899, ch. 165, sec. 3.
[2] Ibid., secs. 4 and 5.

where he would commit such child or children, for the term of 30 days after the date of such commitment; thereupon he shall forthwith give a written notice of such commitment to the State board of children's guardians, which notice shall contain a description of such child or children, embracing its or their name, age, sex, religion, faith of its or their parent or parents, date of commitment, and such information as such officer has been able to ascertain; upon such commitment being made by such officer as aforesaid, such child or children shall immediately become the ward or wards of the State board of children's guardians * * * and said keeper of the almshouse or other institution shall within 48 hours after such child is placed in his care, notify said State board of children's guardians of the presence of said child in said almshouse or institution.[3]

Under this law the State board of children's guardians became the legal guardian of children committed to its care (see p. 20) and the board, in its discretion, might surrender such right to one or both parents if the interests of the children would be served thereby and might return children to their parents or other relatives who agreed to assume their care and maintenance.

Under the provisions of the law creating the State board, children without means of support were sent to almshouses by the overseers of the poor, and thereupon these children were automatically committed to the care of the board of children's guardians. Frequently such children were boarded by the board of children's guardians with a foster mother, the board being paid from county funds. In many instances the sum paid by the county would have been sufficient to bring the family income up to an amount necessary to maintain a home and so enable the mother and children to remain together. The State board found a remedy for this condition through an interpretation of the act of 1899 made by the attorney general in 1910 to the effect that payment of board to mothers of dependent children was possible under the law. About 1910, before the first mothers' aid laws were passed in other States, children were placed by the New Jersey State Board of Children's Guardians with their own mothers on the same terms as though they were being boarded in foster homes. In this way separation of children from their mothers for poverty alone was prevented in many instances. In connection with this plan to board children with their mothers the board persuaded many overseers of the poor not to transfer the families to the almshouse, but to commit the children to the almshouse on a paper commitment, allowing them to remain in their own homes during the process.

At first the State board of children's guardians was connected with the correctional institutions of the State only indirectly, but it was brought into immediate relation with them through the juvenile court act of 1910, which authorized the court to commit juvenile delinquents to the care of the board of children's guardians.[4] The intent of the law was to afford a child who had become delinquent through home conditions and who was not in need of institutional care the benefit of a new environment in a foster home. Although foster-home placement of delinquent or predelinquent children has been found successful in other places, notably in Massachusetts, the board felt that the law had not been satisfactory in practice because the children received under its provisions did not seem the type suitable

[3] Ibid., sec. 8, amended by Laws of 1902, ch. 160.
[4] N. J., Laws of 1910, ch. 13, sec. 1.

for foster-home care. Less seriously delinquent children are still committed to the board, but they are committed as dependent instead of as delinquent children.

In 1913,[5] as a result of the growth of sentiment in favor of mothers' aid legislation throughout the country and on the recommendation of the State board of children's guardians, New Jersey passed an act "to promote home life for dependent children," under the terms of which payments to certain widowed mothers were permitted on order of the court of common pleas of the county. The board of children's guardians was authorized to administer the act, and on its recommendation amendments facilitating the administration were enacted.

In 1915 New Jersey passed a "child-welfare" law which as amended in 1918 gave to the juvenile-court judges the power to commit dependent children to the State board of children's guardians upon a finding of abuse, abandonment, cruelty, neglect, unfit guardianship, desertion, or failure to provide.[6] Judges of juvenile courts or courts of common pleas hearing juvenile cases thus have the jurisdiction over dependent children which the overseers of the poor have under the earlier act. Under this law it is possible for action to be taken against the parent on a charge of contributing to the dependency of a child or for nonsupport. The actual working of the law has been satisfactory; under it a child may be committed to the board when the finding is neglect instead of waiting until he has become delinquent. It makes it possible for the board also to rehabilitate the home in the interests of the child through its jurisdiction over the parent.

In 1918, under the State program of reorganization of public-welfare agencies and institutions, the dependent children's act of 1899 was rewritten.[7]

Under the law of 1918 the management and direction of the board of children's guardians are vested in a board of managers subject to the supervision and control of the State board of control of institutions and agencies of the New Jersey Department of Institutions and Agencies. The board of managers is appointed by the State board of control, with the approval of the governor, and makes a report to the commissioner of institutions and agencies of the State board of control, at such time as shall be fixed by that board, concerning the work of the board of children's guardians, including the proposed annual estimated budget. Conditions for the acceptance and placement of children by the State board of children's guardians remain unchanged under the 1918 law, except that placement according to the religious faith of the parents of the child is not mandatory and that overseers of the poor may place children in private families or children's institutions pending their delivery to the board of children's guardians, paying for their board from funds at his disposal for a period of not more than 30 days from the date of placement.

In 1924 the poor law of New Jersey was revised, making the legal settlement under which a person is eligible for relief or maintenance

[5] N. J., Laws of 1913, ch. 281.
[6] N. J., Laws of 1915, ch. 246, amended by Laws of 1918, ch. 85.
[7] N. J., Laws of 1918, ch. 147.

and support in any municipality or county five years' residence in the governmental unit from which application for aid is made.[8]

BEGINNINGS OF THE WORK OF THE BOARD OF CHILDREN'S GUARDIANS

At the time of the establishment of the board of children's guardians, although most of the almshouses were glad to be relieved of the responsibility of caring for children, there was some opposition to the change. During the period directly after the establishment of the board its agent spent her time in almshouses getting acquainted with and classifying the children and removing them as rapidly as possible. The vigorous opposition of one or two almshouses made the development of favorable public opinion difficult and actually blocked much of the early case work. It took nearly three years to clear up the political and legal difficulties which resulted.

The children first removed from almshouses were those who could be returned to their own parents or to satisfactory relatives. Next, all children not returnable to parents, guardians, or relatives were placed in foster homes with board at $1.50 a week—the minimum legal rate.

No money was available for the first year's work, and no legislative appropriation was probable. The law stated that the State board of children's guardians might, in its discretion, for the purpose of effective organization, require the continuance of children in almshouses or other places where such children might be kept, for a period not longer than six months after the passage of the act. Though no provision was made even for opening an office, as a result of the energy, devotion, and determination of those responsible for the creation of the board the work was begun.

The president of the new State board of children's guardians was also president of the Charity Organization Society in Bayonne, which had office space in Bayonne Police Headquarters. By agreement the agent of the new board obtained desk space in the office of the Charity Organization Society, the rental for which was to be paid by her work for the society after 5 o'clock. This arrangement with the Charity Organization Society office was maintained for one year. In 1900 a legislative appropriation of $2,800 made it possible for the board to have an office of its own. Jersey City, as an excellent transportation center in the State, was selected as the center of activities. The opposition to the law in Hudson County, the large number of children housed in its almshouses, and the amount of work necessary to care for incoming children from this county also made Jersey City a strategic center for work.

Although from the beginning the urgent medical needs of the children were given attention, medical work on a broad scale as an aggressive policy really had its beginning in 1909, under the direction and chairmanship of an energetic member of the board.

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[8] N. J., act of Mar. 11, 1924, Laws of 1924, ch. 132, secs. 1(e) and 40.

ORGANIZATION OF THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS

TYPE OF SERVICE RENDERED

The work of the board of children's guardians has consisted of child placement and supervision, and the administration of aid to mothers with dependent children. The board did no protective work and performed no miscellaneous services such as providing boarding homes, or shelters, referring homes to other agencies, supervising private boarding homes, or rendering service to public agencies of other States.[1]

Inquiries coming to the New Jersey Department of Institutions and Agencies from out of the State, referring to children placed for adoption in the State of New Jersey, to investigations of home conditions of applicants for children residents of other States, and to requests for supervision of families moved to New Jersey from other States, were being referred for investigation and report to the domestic relations section of the division of parole and domestic relations, in which the commissioner of institutions and agencies was developing some of the general services of a children's bureau.

CHILDREN UNDER CARE OF THE BOARD OF CHILDREN'S GUARDIANS AND COST OF THEIR CARE

From data obtained after the study was made it was found that during the year ended June 30, 1926, the board of children's guardians had 3,904 children in boarding homes,[2] 1,613 in free homes, and 7,804 children in homes in which families were receiving mothers' aid.[3]

The cost of this care for the year ended June 30, 1926 was: (1) For administration and supervision, $144,145.26; (2) for board, $641,-

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[1] The bureau of child hygiene of the State department of health is authorized to license and supervise boarding homes not maintained nor operated by the State (Regulations governing conduct of boarding homes for children and the placing of children of the Bureau of Child Hygiene of the New Jersey State Department of Health). The report of the State department of health for the year 1924 states: "Efforts have been continued to have all homes that board children licensed by a health department. During the year 99 homes have been licensed by the State department and 50 homes recommended to the local authorities who had passed boarding-home ordinances. During the year six municipalities passed boarding-home ordinances based upon the sanitary code. It has been possible during the past year to develop a follow-up system. Boarding homes are visited approximately once a month by the nurse or district supervisor of the district. No baby farms have been discovered during the past year, which is a very good evidence of the effectiveness of the State license plan for the elimination and prevention of baby farms."

[2] Includes children boarded in institutions.

[3] Later figures obtained from the board show that on Nov. 1, 1926, the dependent children's department was caring for 5,755 children. Of these, 4,023 were in boarding homes—1,825 with their mothers, 1,313 in foster homes, 621 in institutions, 258 with realtives, and 6 in hospitals. Of the 1,732 children in free homes, 640 were with their mothers, 641 were in foster homes, 236 were with relatives, 206 were in institutions, and 9 were in hospitals. These figures show that of the children in boarding and free homes 2,465 were either boarding or placed free with their mothers. This number plus the 7,804 children in families where mothers were receiving aid under the home-life act on Nov. 1, 1926, made a total of 10,269 children cared for with their mothers by the State of New Jersey.

887.70, for clothing $201,659.62, for medical care $26,090.63; and (3) for mothers' aid $733,157.68; a total of $1,746.940.89.

The expense of administration—including salaries of the staff, rent, telephone, office supplies and equipment, printing, stationery, and postage—$144,145.26, was met by the State and the cost of care for the children, $1,602,795.63, was met by the counties, municipalities, boroughs or townships, from which the children were committed.

Some payments were made by the parents of children committed to the board. For the year ended June 30, 1926, the amount thus received for children was $5,776.11 which was credited by the board to the maintenance funds of the counties committing these children. When a court order was entered against the parent for payment of maintenance, payment was enforced by the probation officer of the court and collection was entirely in his hands. These funds went directly to the county and only in rare instances passed through the State board of children's guardians.

The following table shows the number of children under care of the board of children's guardians during the period November, 1916, to July, 1926, and the cost of various items of care during the same period:

TABLE 1.—*Number of children receiving different types of care by the New Jersey State Board of Children's Guardians and the costs of various items of care, 1917–1926* [1]

Period	Number of children in—			Cost of care for—					
	Boarding homes	Free homes	Homes of mothers receiving aid	Total	Administration and supervision	Board	Clothing	Medical care	Mothers' aid
November, 1916–November, 1917	1,084	866	3,190	$444,713.08	$42,617.58	$107,895.11	$29,174.24	$5,626.99	$259,399.16
November, 1917–July, 1918	1,047	887	4,342	365,857.11	33,923.44	108,814.27	24,602.37	4,261.07	194,255.96
July, 1918–July, 1919	1,051	974	5,261	604,622.22	65,353.63	162,720.77	40,585.45	7,166.22	328,796.15
July, 1919–July, 1920	1,186	981	5,537	726,257.69	81,398.09	194,310.71	48,080.11	6,468.75	396,000.03
July, 1920–July, 1921	1,492	1,000	5,428	788,333.84	92,893.17	233,928.35	62,215.36	8,550.79	390,746.17
July, 1921–July, 1922	1,906	1,067	6,059	967,902.78	107,435.44	317,229.55	62,422.84	12,493.56	468,321.39
July, 1922–July, 1923	2,297	1,233	6,156	1,155,012.40	111,156.38	388,325.23	75,964.53	16,315.40	563,250.86
July, 1923–July, 1924	2,673	1,314	6,791	1,341,998.38	118,635.52	449,902.52	120,940.27	15,445.75	637,074.32
July, 1924–July, 1925	3,127	1,513	7,224	1,500,413.41	126,373.62	521,836.01	118,688.92	20,330.95	713,183.91
July, 1925–July, 1926	3,904	1,613	7,804	1,746,940.89	144,145.26	641,887.70	201,659.62	26,090.63	733,157.68

[1] Figures furnished by the superintendent of the New Jersey State Board of Children's Guardians.

In preparation for the meeting of the legislature in January the administrative budget was prepared two years in advance and presented before the commissioner of the New Jersey Department of Institutions and Agencies for ratification in July. After approval by the commissioner the budget was sent to the governor's budget officer and was included with the other estimates from the department of institutions and agencies in the governor's budget. Mem-

bers of the board of children's guardians might appear before the governor's budget officer and the State appropriation committee in behalf of their estimates. After ratification and appropriation the budget was published in pamphlet form by the State comptroller.

A report written for the budget hearing of July, 1924, contained the following statement with reference to the per capita cost of the board's service:

> The State board of children's guardians is supervising about half of all the State wards at a per capita to the State that is unique, as follows: The dependent children's department has under its supervision 4,021 children, and the widows' pension department has the supervision of 6,785 children, a total of 10,806 children. The total cost to the State for the care of these children was $118,635.52. The per capita cost to the State for the care of these children was $10.97 per child. The per capita for the board, clothing, etc., of children in the dependent children's department charged to the municipalities and counties is $145.80 per child; and the per capita cost in the widows' pension department charged to the counties is $93.73 per child.

The per capita figures, however, are probably too high inasmuch as they were obtained by the simple division of the cost by the number of children involved at the end of the year, without regard to the care given to the children received and discharged during the year. A more accurate method of determining cost would be based upon the days of care given.

CHILDREN COMMITTED TO THE BOARD OF CHILDREN'S GUARDIANS AND PLACED IN FOSTER HOMES AND INSTITUTIONS

An analysis made of records of children in foster homes and institutions who had been committed to the board of children's guardians during the five-year period from April 1, 1920, to March 31, 1925, from Essex, Mercer, Monmouth, and Burlington Counties (selected as counties fairly typical of the State) showed some interesting facts about the children. The great majority of the children were committeed to the board from Essex County—780 out of a total of 1,045; Monmouth, Mercer, and Burlington followed with 171, 56, and 38 children, respectively.

Of the 1,045 children committed during the period under review 918 (87 per cent) were white and 131 (13 per cent) were negro. Only 5 per cent of the total population of the four counties represented was negro. Essex County, which is almost completely urban in population, contributed rather more than its proportion of negro children but did not vary greatly from the others.

Information in regard to status of birth was obtained for 881 of the white children and 117 of the negro. The status of 86.4 per cent of these white children for whom information was obtained was reported legitimate as compared with 55.6 per cent of the negro children. Only 13.6 per cent of the white children were reported illegitimate, whereas 44.4 per cent of the negro children had illegitimate status.

More boys were committed to the board during the period than girls; 568 of the 1,045 children were boys as compared with 477 girls.

Age at the date the child was received was reported for 1,011 of the 1,045 children committed to the New Jersey State Board of Children's Guardians. More than 70.3 per cent of the children committed were under 10 years of age when they were received by

the board. Table 2 shows a comparison of the age distribution of dependent children when received for the New Jersey State Board of Children's Guardians, the Ohio Department of Public Welfare (children committed by the court or received from institutions), the Maine State Board of Charities and Correction, the Missouri State Board of Charities and Corrections, and the Virginia State Board of Public Welfare. The children committed to the Maine State Board of Charities and Correction were slightly younger than the children of New Jersey, for 73.1 per cent of them were under 10 years of age as compared with 70.3 per cent of the New Jersey children. A smaller proportion of children committed to the other State boards were under 10 years of age.

TABLE 2.—*Children committed to the New Jersey Board of Children's Guardians*[1] *from four counties during a five-year period, and dependent children under the care of the departments or boards of certain other States at specified times, by age of child when received*

Age of child when received	New Jersey Board of Children's Guardians[2]		Ohio Department of Public Welfare[3]				Maine State Board of Charities and Corrections[4]		Missouri State Board of Charities and Corrections[4]		Virginia State Board of Public Welfare[5]	
			Committed by court		Received from institutions for children							
	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution
Total	1,045	------	977	------	566	------	1,610	------	283	------	476	------
Age reported	1,011	100.0	960	100.0	553	100.0	1,578	100.0	260	100.0	472	100.0
Under 1 year	84	8.3	152	15.8	4	.7	96	6.1	16	6.2	29	6.1
1 year, under 10	627	62.0	469	48.9	210	38.0	1,057	67.0	134	51.5	285	60.4
10 years, under 14	243	24.0	218	22.7	208	37.6	331	21.0	84	32.3	120	25.4
14 years, under 16	49	4.8	87	9.1	94	17.0	76	4.8	25	9.6	31	6.6
16 years and over	8	.8	34	3.5	37	6.7	18	1.1	1	.4	7	1.5
Age not reported	34	------	17	------	13	------	32	------	23	------	4	------

[1] Includes children placed in foster homes and institutions.
[2] Includes children committed from Essex, Mercer, Monmouth, and Burlington Counties, Apr. 1, 1920, to Mar. 31, 1925.
[3] Includes all children who were wards of the State on Oct. 1, 1923.
[4] Includes children under care at any time during the six-month period, Jan. 1 to June 30, 1924, inclusive.
[5] Includes all children who were wards at any time during the six-month period Mar. 22 to Sept. 22, 1922.

Table 3 shows the "whereabouts of child when received" for children committed to the New Jersey State Board of Children's Guardians and presents a comparison of the whereabouts when received for dependent children under the care of the departments or boards of certain other States. In comparing the percentages it is necessary to keep in mind that the age distribution of the children committed to the several boards and departments was dissimilar. Further, it must be remembered that the length of the period since the establishment of the board would affect these percentages. The Virginia State Board of Public Welfare, established under a legislative act of 1922, would not be expected to receive the same percentage

of children from different sources as the Missouri State Board of Charities and Corrections or the Ohio State Department of Public Welfare, which were established in 1913 and had had more opportunity to organize their work. Certain differences in policy are unquestionably reflected in these percentages, but it is impossible to determine how much variation is due to difference in policy and how much is due to such factors as difference in age of the children and differences in the type of child committed to the department or board.

The percentage of children who were with their mothers before commitment to the New Jersey State Board of Children's Guardians and who were placed in foster homes by the board is large considering the resources in the State for keeping children with their mothers. Whether so large a percentage of the mothers were in fact not suitable guardians for their children or whether the lack of local family-welfare agencies resulted in the breaking up of many families that by timely assistance might have been kept together is a question which merits serious consideration by both local and State agencies in New Jersey.

TABLE 3.—*Children committed to the New Jersey Board of Children's Guardians [1] from four counties during a five-year period, and dependent children under the care of the departments or boards of certain other States at specified times, by whereabouts of child when received*

Whereabouts of child when received	New Jersey Board of Children's Guardians [2]		Ohio Department of Public Welfare [3]				Maine State Board of Charities and Corrections [4]		Missouri State Board of Charities and Corrections [4]		Virginia State Board of Public Welfare [5]	
			Committed by court		Received from institutions							
	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution
Total	1,045	------	977	------	566	------	1,610	------	283	------	476	------
Total reported	897	100.0	901	100.0	564	100.0	775	100.0	279	100.0	343	100.0
With both parents	68	7.6	52	5.8	6	1.1	144	18.6	26	9.3	10	2.9
With mother	262	29.2	153	17.0	7	1.2	177	22.8	62	22.2	131	38.2
With father	80	8.9	39	4.3	10	1.8	78	10.1	89	31.9	43	12.5
With step-parents	18	2.0	27	3.0	7	1.2	39	5.0	15	5.4	12	3.5
In other home	321	35.8	387	43.0	265	47.0	157	20.3	43	15.4	107	31.2
In institution	146	16.3	242	26.9	268	47.5	180	23.2	42	15.1	40	11.7
Other	2	.2	1	.1	1	.2	------	------	2	.7	------	------
Not reported	148	------	76	------	2	------	835	------	4	------	133	------

[1] Includes children in foster homes and institutions.
[2] Includes children committed from Essex, Mercer, Monmouth, and Burlington Counties, Apr. 1, 1920, to Mar. 31, 1925.
[3] Includes all children who were wards of the State on Oct. 1, 1923.
[4] Includes children under care at any time during the six-month period, Jan. 1 to June 30, 1924, inclusive.
[5] Includes all children who were wards at any time during the six-month period, Mar. 22 to Sept. 22, 1922.

The New Jersey and other State department and board figures in regard to whereabouts of child when received and those of private societies boarding children in foster homes present a contrast on one point. Of the 6,658 children cared for by 10 private agencies for which figures as to whereabouts of child when received have been

compiled by the Children's Bureau, 19.8 per cent were living with their fathers at the time they were received. This percentage is considerably greater than that found in any State board or department for which figures are presented, with the exception of Missouri (31.9). The percentage for New Jersey is 8.9; for the Ohio Department of Public Welfare (for children committed by the court), 4.3; for the Maine State Board of Charities, 10.1; and for the Virginia State Board of Public Welfare, 12.5. On the whole this general difference probably arises from the fact that fathers who are faced with the problem of providing a home for their children when the mother is dead, or is incapacitated, or has deserted can usually pay board for the children and arrange for a private agency to place them in foster homes.

The following list shows the status of parents, at date of child's commitment, of children committed to the New Jersey State Board of Children's Guardians and placed in foster homes and institutions from Essex, Mercer, Monmouth, and Burlington Counties during the period April 1, 1920, to March 31, 1925:

Status of parents	Number of children
Total	1,045
Total reported	777
Living together in home	81
Both dead	91
Father dead	208
Mother dead	104
Both deserting	16
Father deserting	129
Mother deserting	24
Father dead, mother deserting	11
Mother dead, father deserting	33
Not married	80
Not reported	268

The whereabouts of the father or stepfather in relation to the whereabouts of the mother or stepmother at the time of commitment shows the complicated family problems having to do with insanity, crime, desertion, illness, and death, which the committing agency had to consider before the children were committed to the board and which the board would have to consider when it came time to discharge the children from its care. Table 4 shows the whereabouts of parents at date of child's commitment to the New Jersey State Board of Children's Guardians:

TABLE 5.—*Whereabouts of parents*[1] *at date of child's commitment; children committed to the New Jersey State Board of Children's Guardians*[2] *from Essex, Mercer, Monmouth, and Burlington Counties, April 1, 1920, to March 31, 1925*

Whereabouts of mother	Children committed to the New Jersey State Board of Children's Guardians											
		Whereabouts of father										
	Total	Total reported	Home	Dead	In correctional institution	In insane hospital	In other hospitals	Living with relatives	Boarding	Other	Absent (n.o.s)	Not reported
Total	1,045	684	185	310	66	22	25	19	6	7	44	361
Total reported	912	647	173	296	60	22	25	18	6	7	40	265
Home	375	286	81	122	31	17	16	3	------	------	16	89
Dead	228	180	43	91	13	2	7	7	4	5	8	48
In correctional institution	52	28	------	17	6	------	------	------	------	------	5	24
In other institutions	46	19	------	10	5	------	------	------	------	------	4	27
In hospital for the insane	67	52	27	18	------	------	2	------	1	2	2	15
In other hospitals	90	55	20	24	3	------	------	7	------	------	1	35
Living with relatives	20	11	2	7	------	------	------	1	------	------	1	9
Boarding	10	3	------	------	------	3	------	------	------	------	------	7
Other	17	9	------	7	------	------	------	------	1	------	1	8
Absent (n.o.s)	7	4	------	------	2	------	------	------	------	------	2	3
Not reported	133	37	12	14	6	------	------	1	------	------	4	96

[1] Own or step parent.
[2] Includes children placed in foster homes and institutions.

BOARD OF MANAGERS

The board of managers of the State board of children's guardians was appointed by the State board of control of the New Jersey Department of Institutions and Agencies with the approval of the governor. The board consisted of seven members, a majority of whom under the law must be women, and the term of office was for three years. The members of the board received no compensation for their time and services, but they received actual expenses while engaged in the performance of the duties of their office.[4] The board met in the office the last Thursday of each month throughout the year or oftener upon call. During the summer, if there was a possibility of no quorum, a summer committee was appointed to represent the board of managers with power to act. The board elected its own officers, appointed its own committees, drafted its own by-laws, and made any changes necessary in them.

The board of managers received a copy of the statistical report of the activities of the State board of children's guardians each month. Each month the board filed with the department of institutions and agencies a progress report, showing the actual service rendered in each of the two departments—the dependent children's and home-life departments. The report was a very meager reflection of the actual services of the board to children. The minutes of the

[4] N. J., Laws of 1918, ch. 147, sec. 112, as amended by Laws of 1919, ch. 97, and Laws of 1921, ch. 282.

meetings of the board of managers, copies of which were sent the commissioner of institutions and agencies, were a truer reflection of the work done.

COMMITTEES

The standing committees of the board of managers were an executive committee, a clothing committee, and a dental and hygiene committee. The executive committee met the last Thursday of every month to approve all bills and claims. The clothing committee met regularly four times a year and on call in the intervals between the regular meetings. The board employed a buyer. (See p. 56.) At the beginning of each season this buyer selected in the retail market all the kinds of clothing that would be needed for the coming season. Merchants were notified when these samples would be on display and were invited to submit prices on them. The clothing committee met on the day that the merchants called so that they might handle any discussion and make decisions. They discussed and listed prices offered and recommended to the board the purchase of the article from the merchant offering the lowest prices on satisfactory goods. If any change in plans was made, the office communicated with the chairman of the committee for advice. When outfitting children the buyer purchased from the merchant with whom an agreement had been made and clothing was mailed direct to the child from the merchant.

The dental and hygiene committee, consisting of three members, appointed annually, met at the call of the chairman when the superintendent needed its assistance for the outlining of policies with reference to medical, dental, and surgical practice; it took responsibility for the appointment of the medical staff and passed on any medical situation not encompassed by general policy. It approved each individual case in which the estimate for dental work exceeded $20. In case the committee could not convene on call the chairman acted in a consulting capacity, seeking later the ratification of the committee.

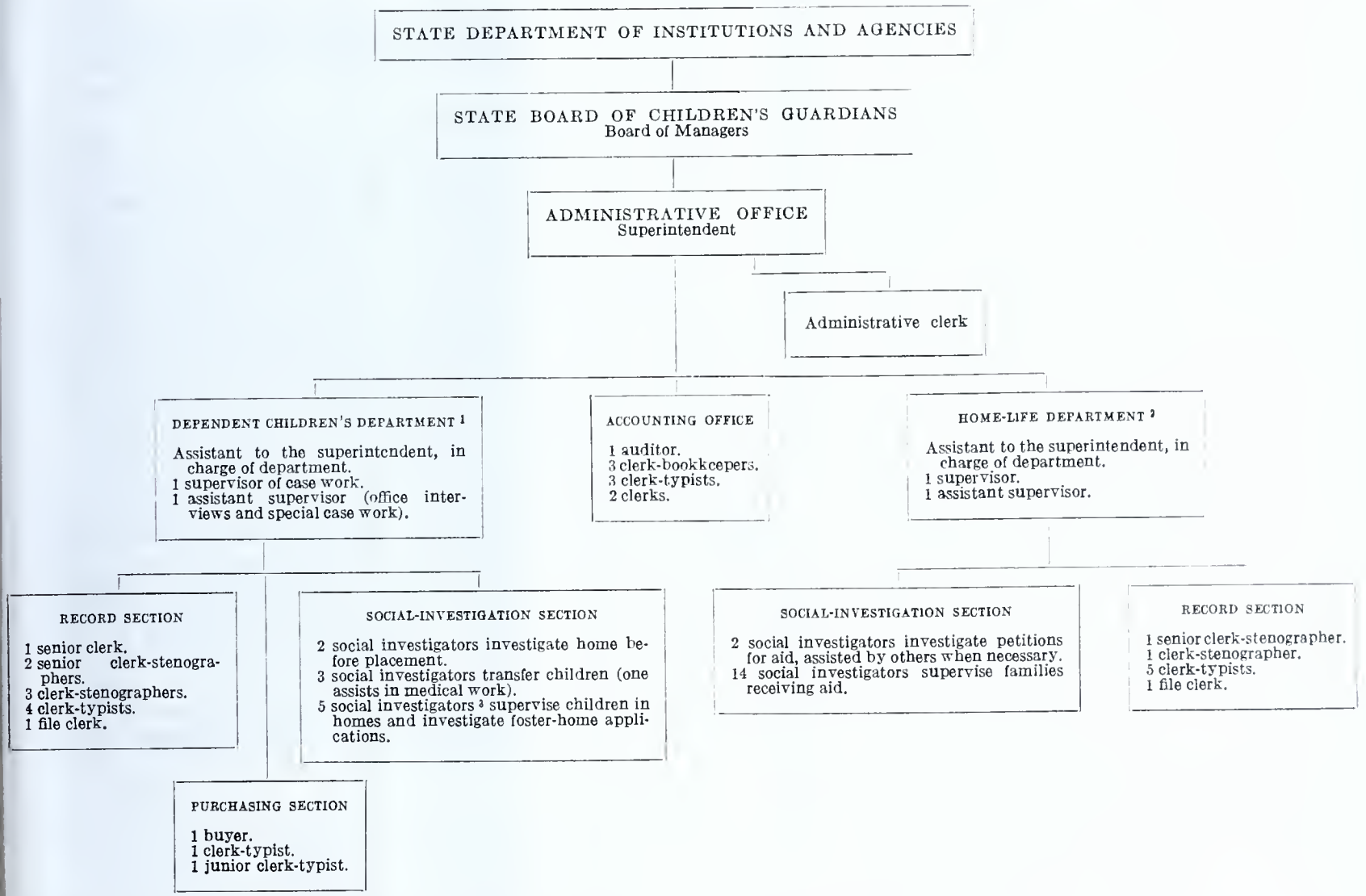
The board of managers had no case committee. All case decisions, except those noted, were left with the office staff, and reports were made to the board of managers by the superintendent at each regular meeting. The minutes of these meetings were prepared by the superintendent, mimeographed, and a copy sent to each member of the board of managers of the State board of children's guardians, to the State board of control, to the commissioner of institutions and agencies, and to the governor.

THE STAFF

The staff of the New Jersey State Board of Children's Guardians on July 1, 1925, consisted of the superintendent, two assistant superintendents—one in charge of the dependent children's department and one in charge of the home-life department—2 supervisors, 2 assistant supervisors, 26 social investigators, an auditor, a buyer, and 29 stenographers, typists, bookkeepers, and clerks. (See chart facing p. 14.)[5] A more detailed account of the staff of each of the depart-

[5] On Dec. 6, 1926, according to information received from the board of children's guardians the staff had been increased by 12 social investigators (4 of them temporary) and 7 stenographers, typists, and clerks (5 of them temporary).

ORGANIZATION OF THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS, JULY 1, 1925



[1] Includes work with children in foster homes and boarded in their own homes.
[2] Includes work of assistance to children in their own homes.
[3] Two of these were assigned to geographical districts and did other investigational work in these districts.

38264—27. (Face p. 14.)

ments of the board is given under the description of the dependent children's department and the home-life department. (See pp. 17, 79.)

The superintendent was a high-school graduate with supplementary training in a business college. She was secretary to the original commission upon whose recommendation the board of children's guardians was established, and under her leadership the work and the staff of the board had developed to their size at the time of the study.

The salary of the superintendent was $4,200,[6] that of the assistants, $3,000, of the supervisors, $2,280, and of the assistant supervisors, $2,040. The salaries of the other members of the staff ranged from $900 to $1,800.

OFFICE EQUIPMENT

The building in which the New Jersey State Board of Children's Guardians had its offices was a modern office structure. The superintendent's office, a large, well-ventilated room, was used also for board meetings and conferences, staff conferences, committee meetings, family case work conferences, and the conferences with county committees, the members of which called periodically at the office to discuss the future of the children placed from their county. Opening off the superintendent's room was a small room used by her secretary and a switchboard operator, both of whom handled the assignment of office interviews. The hallway leading to this little room made a convenient waiting room for clients.

Opening from the superintendent's office on the other side was the office of the social-service staff of the dependent children's department—a small narrow room with two conference tables running its length. These tables and a row of steel letter files for their individual supplies were the only equipment that the social investigators had. On one side this room opened into the separate offices of the assistant superintendent in charge of the dependent children's department and of the supervisor and her assistant. The combined size of these two private offices was about the size of the room assigned to the social investigators.

From the social investigators' office, at the opposite end of the superintendent's office, was the clerical room accommodating the senior clerk, who had oversight of the clerical service, and six stenographers. Most of the record files of the department were kept in this room.

The hallway outside the clerical and record room running the length of the suite was lined with case-record files of the wooden unlocked type.

Just off this hallway at an angle and with access to the record room was a room devoted to fiscal matters. The auditor had eight assistants—three clerk-bookkeepers, three clerk-typists, and two clerks.

Next to the accounting office was the purchasing section, consisting of a buyer and two clerk-typists.[7] A senior clerk-stenographer

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[6] During the course of the study a recommendation was made by the budget committee of the department of institutions and agencies to increase the salary of the superintendent to $5,000. This increase became effective July 1, 1926.

[7] In December, 1926, the auditor had three additional assistants—a senior clerk and two temporary junior clerk-typists—and the purchasing section had an additional temporary junior clerk-typist.

who took the dictation of board minutes, committee minutes, and those of any other special meeting, investigation, or reports dictated by the superintendent had her desk in this room. Next to this room was a storeroom containing all office supplies, samples of clothing for the current season upon which bids had been accepted, and packages of clothing deposited temporarily pending the transfer of a child. All office supplies were obtained from the State purchasing agent. Printing was done at the prison or reformatory.

Opening diagonally from the main hall, almost directly opposite the auditor's room, was the clerical department of the home-life department. In this room were the supervisor, the senior clerk (in charge of the clerical staff), a file clerk, two clerk-typists in charge of church and school records, and four stenographers. Much of the wall space of this room was lined with case-record files of the wooden unlocked type. Opening off this large record room was a small room used by the assistant to the superintendent directing the home-life department. Beyond her room was the social investigators' room, containing three long conference tables for the use of the 16 investigators. The assitant supervisor had a desk in one corner of this room. Much of the wall space was taken up with files containing discharged case records. A battery of old file drawers was used by the investigators for their personal supplies and for any material that the supervisor wished to call to their attention. This room opened on the main hallway almost directly opposite the room used by the social-service staff of the dependent children's division, affording no possible opportunity for privacy.

The equipment and floor space allotted to the social-service staff of the board of children's guardians was inadequate. In both divisions the field staff was working under cramped conditions with very primitive equipment.

The need of the social investigators for privacy in their interviews is most important. A good case worker must have the confidence of those with whom she is working and to secure this confidence opportunity for confidential discussion of problems is necessary.

THE WORK OF THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS WITH DEPENDENT CHILDREN IN FOSTER HOMES [1]

STAFF AND ORGANIZATION OF THE DEPENDENT CHILDREN'S DEPARTMENT

The work of the New Jersey State Board of Children's Guardians with dependent children in foster homes was authorized by the laws of 1899, 1915, 1918, and 1924. (See pp. 3–5.) The dependent children's department handled the work of the State board of children's guardians with dependent children committed to its care by overseers of the poor and judges of courts of competent jurisdiction except children committed by the courts under the act to promote home life for dependent children. (See p. 77.)

The work of the department with dependent children to be placed in foster homes included investigation of the child's own home; placement and supervision of the child in foster homes for boarding, free, wage, wage-boarding, or adoptive care; subsequent transfers; the inspection, selection, and certifying of applicants for the wards of the board; investigation of the child's own home previous to his discharge; and supervision of the child when returned to his own home before the final discharge from the custody of the board. The supervision of a child in a foster home included a large amount of medical, dental, hospital, and clinical work, and some mental examination, and the filing of all legal papers for the commitment of children to special State institutions.[2]

THE STAFF OF THE DEPENDENT CHILDREN'S DEPARTMENT

The superintendent of the board supervised the work of the dependent children's department as well as of the home-life department (see p. 79) and all other work of the board. She was assisted in the work of the dependent children's department by the assistant to the superintendent who acted as director of the department. In addition to the assistant to the superintendent the staff of the department on July 1, 1925, included a supervisor, an assistant supervisor, 10 social investigators, a senior clerk or office manager, 9 stenographers and typists, and a file clerk. (See chart facing p. 14.)[3] The department was served by a purchasing section, consisting of a buyer and two clerks, in connection with its work of outfitting the children under its care. (See p. 56.)

The assistant to the superintendent in charge of dependent children, the supervisor, and the assistant supervisor had been with the State

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[1] This section of the report on the work of the New Jersey State Board of Children's Guardians was written by Ruth Berolzheimer.

[2] For record forms used by the dependent children's department see appendix, p. 127.

[3] In December, 1926, the dependent children's department had seven additional social investigators (one of them temporary) and an additional temporary clerk-typst.

board for long periods of time—25, 24, and 15 years, respectively, at the time of the study. The assistant superintendent and the supervisor had a high-school education, supplemented in one instance by a year's work in a teachers' training school and a year as a volunteer visitor of the poor and sick of her parish, and in the other by three university extension courses in social service and three months' work with a charity-organization society. The assistant supervisor was a grammar-school graduate with experience in welfare work with a charitable organization and in a watch factory. Of the social investigators two had had only grammar-school training; one, two years of high school; one, grammar school supplemented by a commercial course; one, two years of high school supplemented by a commercial course; and five had a high-school education, supplemented in one case by limited college work and in another by a business course. Six of the social investigators had had previous social-service experience with the Young Women's Christian Association, the Red Cross, the tuberculosis division of the Newark Health Department, the Mount Carmel Guild of Trenton, the Children's Aid Society of Newark, or as investigator of the family court of Newark. At the time of the study the investigators had been with the board for periods varying from 12 years to approximately 1 year.

ORGANIZATION OF THE WORK

The assistant to the superintendent in charge of dependent children supervised directly the work of the dependent children's department. The supervisor and assistant supervisor of the department were in charge of the case work of the social investigators and devoted part of their time to the initial investigation of the families of children committed. The supervisor worked in the southern part of the State—Atlantic, Cape May, Cumberland, and Salem Counties. The assistant supervisor handled the office interviews, except when she was doing some special case work or when an emergency arose; then these interviews were handled by the supervisor or the assistant to the superintendent. The secretary to the superintendent or the switchboard operator (who was also a typist) received all clients coming into the office for interviews and distributed them to the proper member of the administrative staff.

Two of the social investigators were assigned specifically to the investigation of the children's own homes after commitment and before placement; three were assigned to the transportation of children to and from foster homes, hospitals, clinics, and dentists' offices. One of these three who was not a nurse rendered service in connection with medical work needed, taking reports to the physicians and receiving reports from him with reference to the physical care of a child, the need for operations or further hospital care, and transferring this advice to the foster mother or the supervisor of the department or both. If an operation was recommended this agent had to obtain parental consent and make the necessary records. The policy of the board was to request the examining physician to send a written report to the board after the examination of a child. (See form in appendix, p. 131.)

Five investigators (home supervisors) were assigned to the supervision of children in foster homes and to the finding of foster homes

and certifying those making application for the care of children; two of this group were assigned geographically, one to southwestern counties and one to Monmouth and Ocean Counties. Practically all the work of these counties, except the transfer of children to hospitals at a great distance, was handled by these two agents.

Special staff members were assigned to investigations preparatory to the return of a child to his own home.

The senior clerk, or office manager, was in charge of the records and of the clerical staff of the department. One stenographer assisted the senior clerk, preparing her reports and clerical data. Two clerk-typists spent their full time sending, receiving, and recording school and church records of the children under care (see forms in appendix, p. 137); and two stenographers were allotted full time to case-record work and correspondence. The file clerk was in charge of the case-record and letter files.

The secretary to the superintendent did the other clerical work in connection with applications from prospective foster homes and mailed the blanks for the required reference upon receipt of an application. (See form in appendix, p. 133.) She also handled dental estimates and charts and automatically sent out requests for permits from parents for correction of physical defects and operations. When there was a large amount of case-work dictation she assisted the other stenographers.

All mail was received through the secretary to the superintendent and was sent out over the signature of the superintendent. If the superintendent was not in the office the department head signed the mail with the superintendent's name. Mail dictated by department heads was likewise signed with the name of the superintendent.

The procedure with reference to the issuing of checks was somewhat different for different funds. Checks on the superintendent's accounts for traveling expenses drawn to the individual social investigators were signed by the superintendent only. Checks drawn on the special State account for traveling expenses were signed by the officers of the board of managers for transfer to the superintendent's account.

Payment of board to foster parents was handled as follows: On the first of the month bills were rendered to each county for all the children in care the previous month. The county paid the board by check in lump sum before the last Tuesday of the month. The board of managers of the State board of children's guardians met on the last Thursday of the month and the officers audited the checks previously made out by the office in payment for board of children to all foster families in whose homes wards of the board were placed after these accounts were ordered paid. The checks were signed by the president and treasurer and were mailed on the first of the following month.

ASSIGNMENT OF WORK

Except for the two investigators assigned to work in certain counties and the territory covered by the supervisor (see p. 18) the social investigators were assigned for work in any section of the State as the need arose. The assignment for the following week was

presented to each field worker in written form on Saturday morning, when all field workers reported at the office.

On Saturday morning a list of the court commitments pending in any given county was submitted to the superintendent, and a list of pending transfers of children for the coming week was sent to the auditor, so that any financial matters in connection with these children coming to her attention during that week might be held pending the final decision relative to the transfer that had to be submitted to her the following Saturday.

The assignment was given in detail, mentioning exactly what service was to be rendered to each child or to each family, where and when information was to be obtained, and what conferences were expected. The assignment of visits was not necessarily in the same territory in which the agent had been working. When the plan for work was made up each week one day was assigned to each field worker for dictation in the office. The field staff averaged one day in the office to four and one-half in the field. The dictation schedule was made up so that all the stenographers might be kept busy all the time, but would not have conflicting appointments. A copy of the schedule went to the senior clerk, who was responsible for the direction of the time of the clerical staff.

The result of the shifting field assignments was that although a field worker might see a home or a child several times in succession she might also serve the situation only once. The policy of the department was that no field worker should supervise the same child for a period exceeding one year. This policy is not usually followed by case-working agencies, and in the New Jersey State Board of Children's Guardians the full social value of the long period of conscientious service by its staff members has been lost by this procedure.

CHILDREN RECEIVED FOR PLACEMENT

TERMS OF COMMITMENT

The New Jersey State Board of Children's Guardians could make no selection of the types of children coming to its care. Under the law every child committed had to be accepted and cared for as soon and as well as possible, although it was not mandatory to expend funds on his behalf. The children under care included a very large number of mental defectives and of children with serious health problems, notably venereal disease, and a small number of deaf or blind children.

Because of the necessity of taking any child committed the board had had no opportunity to specialize in any type of child, but for this same reason also it had been necessary to develop every species of foster-home care that could possibly be devised from the available resources.

The State board of children's guardians received children only by commitment either by a court of competent jurisdiction or by an overseer of the poor. In these commitments the guardianship of the person of the child passed to the board.

The board of children's guardians was not concerned in any situation in which the legal custody of the child remained with the parent or with any other agency.

Marriage of a minor did not terminate control of the board automatically. The consent of the board was necessary in the marriage of minors. Although it was possible for wards to marry without the knowledge of the board such an occasion had never arisen and no ward had married while a minor without the consent of the board. Both boys and girls had been conscientious in obtaining the superintendent's consent to their marriage and her advice as to arrangements. Authorized by the board she signed all marriage licenses of the children, as their guardian, going with them to the license office to procure it. The board had never found it necessary to refuse its consent to a marriage, but there had been times when it had been able to persuade the young people to change their plans or to wait until their plans matured more fully.

With the marriage of a minor girl the board formally discharged her to her husband. It had never been found necessary to refuse this release. Boys marrying under the age of 21 remained wards of the board without supervision until they reached the age of 21, because the board felt some responsibility when a marraige at so early an age was approved. Since juvenile-court commitment placed the responsibility for a child on the State board the court had never been regarded as having a superior or even a coincident jurisdiction. The juvenile-court judges were not consulted regarding the marriage of minors.

METHODS OF COMMITMENT

Children were received by the board of children's guardians through commitment by a court or an overseer of the poor—never directly from their own parents nor from private agencies. All applications for the care of children coming from parents, relatives, or friends were referred to the overseer of the poor in the district in which the child resided or to the judge of the juvenile court of the county having jurisdiction over the child and his parents. Children committed by overseers of the poor in the early period of the administration of the dependent children's act were placed in almshouses or other institutions and from there were placed in foster homes within 30 days of commitment. (See p. 4.) In counties having no almshouses the children were placed temporarily in private families or institutions pending their placement by the board. Within recent years placement has been made directly to the foster home, and the private agency initiating commitment takes care of the child in the interval between commitment and placement.

Children committed by the courts were placed according to the recommendation of the court; but later, if found necessary, a different placement might be made. The courts did not insist upon the board's carrying out the original recommendation for placement. Investigation by the State board took place after commitment, and if the results showed a definite reason for transfer from the original placement the change was made. For example, if the court recommended that a child remain with his mother the board left him at home during the investigation. If the investigation showed the child should not remain there transfer was made to a foster home at once. On the other hand, if the recommendation of the court was for re-

moval to a foster home and the board's investigation showed no reason for this removal, the child was placed in a foster home pending a complete investigation. If this investigation showed his own home to be fit the child was returned there under supervision until the time for discharge. The court rarely recommended institutional care, and a child remained in a foster home until there was reason to believe that institutional care was required. Children who were unplaceable because of feeble-mindedness were placed in the almshouse, and action was started for their admission to the proper institution. Such a child remained in the almshouse until he was admitted to the proper institution even if the time exceeded the 30 days allowed by law.

In court commitments a lapse of about one week took place between the date of commitment and the date of placement. During this period the children were usually cared for by the private agency initiating commitment. (See p. 24.)

The board often had some knowledge of children whose commitment to the board was pending. This was sometimes due to a call by a parent, relative, or friend at the office, or the telephone call, correspondence, or visit of a representative of a private social agency, or a telephone conversation or a conference with a perplexed overseer of the poor. Six years before the study the superintendent experimented in Essex County by offering to investigate all cases pending for commitment and to file with the judge a report of the findings. Only 3 out of 30 pending cases were recommended for commitment. The experiment lasted only three months because of the lack of staff and of funds for its continuance.

In a recent conference in Essex County called by the judge for the purpose of obtaining greater continuity of service to children it was agreed that the private agencies filing petitions for commitments for children should file with their official papers duplicate copies of the history of their contact with a child. This agreement was entered into by the Orange Bureau of Associated Charities, the Children's Aid and Society for the Prevention of Cruelty to Children of Essex County, the Social Service Bureau of Newark, Essex County Juvenile Court, and the New Jersey State Board of Children's Guardians. Occasionally judges of juvenile courts and courts of common pleas throughout the State invited the superintendent of the Board of Children's Guardians for a conference on commitments pending before him or on special cases when the outcome of the case might or might not mean commitment to the State board.

Under the laws of 1910 and 1915 children committed to the board of children's guardians by a court because the parent was unfit were expected to be cared for, between the date of commitment and the date of placement, by the private organization initiating commitment, either in a foster home or in their own homes. The situation resulting from this procedure was unfortunate, especially where children committed because of unfit guardianship were returned to their own homes for the temporary period. Sometimes parents took advantage of the intervening period to move out of the county or the State or to secrete the child elsewhere.

It was hoped that an arrangement might be made whereby the board of children's guardians could be notified of the pending

commitment at the close of a first hearing in each case, and that the case might then be continued for a few weeks with a request that a representative of the board be in court on the day of the final hearing to receive the child at once when committed. At the time this study was made usually only one hearing was held; or if other hearings were held the board of children's guardians was not notified until after the child was committed, when the commitment papers were sent to the board. Upon receipt of the commitment papers the board notified the court of the day on which a field agent would call at the court to receive the child for placement. It was expected that the child would be brought to court on the appointed day by a representative of the organization initiating the original commitment. The board always received children at the court room except children of mothers in the women's reformatory, the State home for girls, and the hospital for the insane. Children from these institutions were committed upon petition of the superintendent of the institution as from the county of the mother's residence and were brought directly to the office of the board by the parole officer or social worker of the institution. Most of the children from these three institutions were under 2 years of age when received by the board.

The basis for the board's policy of receiving children at the court when committed by the court was that it made clear that the responsibility for severing family ties rested with the court rather than the State board. This the board of children's guardians felt made future constructive work with the family easier.

In Essex County a plan was under consideration by the State board of children's guardians and the judge of the juvenile court whereby one day a month would be set aside for hearing dependency commitments. It was planned that on that day a representative of the private organization originating commitment would be present at the hearing, and a representative of the State board of children's guardians would be there to accept a child immediately upon commitment.

In the case of a child placed in an almshouse under commitment by an overseer of the poor the agent notified the keeper of the almshouse of the day on which the child would be called for. Under the regulations of the board a child suffering from a contagious disease, or one who had been exposed to such a disease or was recovering from one was not to be removed from the almshouse without first communicating with the office; and a child who appeared to be feeble-minded or defective, or one who had a skin disease or appeared ill was not to be removed from the almshouse. In such cases a written report was made to the office giving the reason for not carrying out the order of removal.

RELATION OF THE BOARD OF CHILDREN'S GUARDIANS TO PRIVATE AGENCIES INITIATING COMMITMENT OF DEPENDENT CHILDREN

Private agencies of New Jersey made some use of the State board of children's guardians in a consulting capacity before taking steps for commitment of children to the care of the board. Occasionally the agencies wrote for advice, but usually consultation was in the form of an office conference or by telephone. Inasmuch as private

agencies usually initiated commitments these conferences were of great value in securing the commitment of the type of child the board could successfully care for and preventing commitments that might be disposed of in some other way. The board was of the opinion that a greater willingness on the part of private agencies to seek the benefit of its experience and advice would result in better planning for the future of the children committed to it and would probably cut down the number of commitments.

New Jersey had two state-wide child-placing agencies. The Catholic Children's Aid of Newark Diocese with the St. Michael's Children's Aid of the Trenton Diocese cared for dependent Catholic children in the State, and the New Jersey Children's Home Society dealt with Protestant children. The child placing done by the Catholic agencies was not limited to the care of children who could not be committed to the State board. They helped the State board find Catholic boarding homes for its Catholic wards and often referred to the board homes that they believed it could use to advantage. The State board used the institutions connected with the St. Michael's Aid, particularly the infant department of St. Michael's at Hopewell, for boarding care. The agencies supplied some summaries of their contact with the families previous to commitment, but they made no investigation for the State board nor did they supervise families after discharge of children.

The New Jersey Children's Home Society cared for children not having a legal settlement in New Jersey and children for whom funds were available from which to pay for the care of the children, such as the boarding of children for a mother or father able and willing to pay for their care. In addition the children's home society cared for children who for some reason could not be committed to the board as well as some children who could have been committed to the State board of children's guardians. The latter were usually the children referred to the society by the overseers of the poor. The society could place children for adoption outside the State of New Jersey, which the board of children's guardians could not do. The New Jersey Children's Home Society was always willing to give the State board information regarding any child known to it and in counties where judges wanted the opinion of the superintendent of the State board on all adoptions, she testified at adoption hearings initiated by the children's home society.

A large number of local child-caring agencies cooperated with the board of children's guardians in caring for the children after commitment by the court until the board could take them into custody. This service, however, was interpreted in most instances as service to the court and not to the board of children's guardians. The private agencies felt that the board of children's guardians should be ready to accept children on the date of the hearing when the decision to commit the children was reached. Technically the board did assume custody on the date of the commitment, but this was often a week or 10 days after the hearing. This did not take care of the practical question of what was to be done with the child during this interval. The board appreciated the seriousness of this problem and was desirous of cooperating in a solution. The only suggestion for better articulation between the agencies was that accepted by

the judge of the juvenile court of Essex County and by the superintendent of the Essex County Children's Aid and Society for the Prevention of Cruelty to Children and the board that a two weeks' continuation of the court hearing, with the proper notification to the State board at the time of the preliminary hearing, was a feasible plan of cooperation. All the agencies made a practice of placing their records at the disposal of the board of children's guardians. In Essex County, three agencies had agreed to furnish duplicate copies of the summaries of their case records to the court at the time of commitment (one copy of which was to go to the board of children's guardians with the commitment papers) as well as to grant access to the case records of the organization.

The State board of children's guardians used a number of private children's institutions at the time of this study for certain types of free or boarding care. Two municipal correctional institutions in Newark were used when children from Essex County presented conduct problems which made it necessary to have a rehearing with the possibility of commitment to a correctional institution. Two homes for working girls were used where the girls paid their own board. One institution in New York was used for the reception of Catholic colored children. Two convents that accepted girls for service and education were used. Among other institutions used were Whittier House, Jersey City; the receiving home of the Society for the Prevention of Cruelty to Children, Jersey City; Hammond Memorial Home, Hoboken; St. Vincent's Nursery and Babies' Hospital, Montclair; St. Michael's Orphan Asylum, Hopewell; St. Mary's Orphan Asylums, Jersey City and Newark; St. John the Baptist's Home, Newark; St. Anna's, Ralston; and the House of the Good Shepherd, Newark.

The institutions were reported to be, for the most part, cooperative in their agreement for receipt and discharge of children. In none of these plans for cooperation between the board of children's guardians and private agencies were written agreements in effect. The plans were made by conference, telephone, or letter and were carried out without further ceremony.

No definite plan had been made or carried out for educational campaigns with private agencies in the interest of the program of the board of children's guardians. The wrong kind of publicity often defeats the aims of a placing agency, that is, the protection of children and their assimilation in the community without designation as public charges; but there is a type of publicity that teaches the community what causes dependency, how the antecedent conditions can be prevented from resulting in dependency, and what the methods and processes are for caring for dependent children whom preventive measures have not reached. The annual report of such a board should be the medium through which the public is educated with regard to the prevention of dependency and, through the care of dependency, the prevention of delinquency.

INVESTIGATION OF THE CHILD'S HOME

The investigation made by the overseers of the poor before commitment was very limited. The overseers ascertained whether or not the family was eligible for relief under the poor law of the State and whether the children were dependent or neglected, and an effort

was sometimes made to locate responsible relatives. The State board of children's guardians accepted this investigation until it could make its own.

The courts made practically no investigations of the cases of children referred to them before commitment to the board of children's guardians. The judges accepted the testimony of the agencies initiating commitment, in addition to which they often had personal knowledge of the families involved.

At one time the board of children's guardians realized that it was receiving children for whom other provisions for care might have been made, and overseers of the poor were asked to allow the State board to make investigations before commitment. Many overseers were willing to cooperate, but in a very short time so many applications were received that the board could not keep up with its other work. The plan therefore was abandoned.

This matter of investigation by the board before commitment of children had come up again shortly before the time of the study, and the superintendent of the board had enlisted the aid of the judge of the juvenile court of Essex County in an effort to have the county board of freeholders pay for the services of a social worker to be attached to the staff of the State board of children's guardians for the purpose of making investigations of all cases before commitment.

The State board of children's guardians used the social-service exchange in Newark, Essex County, for clearing its cases as far as practicable, but it did not make a practice of clearing its cases through the exchange. Occasionally it did receive reports from the exchange on its cases, but the assistant superintendent believed that these were sent at the instance of Newark agencies. The State board used the Monmouth County Organization for Social Service constantly for information in cases from that county.

The State board of children's guardians invariably made its own investigation in addition to whatever information was obtained from other agencies.

The procedure in a social investigation after the commitment of a child to the board was as follows:

1. Notice of commitment from the overseer of the poor (see form in appendix, p. 128) or the commitment papers from the court were received in the office of the board.

2. The child was placed according to the recommendation of the court when made either with his own family or in a foster home (see p. 21). The board was allowed 30 days to remove a child from an almshouse. It tried to remove children committed by courts from unfit homes within 10 days. Usually, in court commitments and often in almshouse commitments, the child had to be placed with only such meager information about him as came with the original commitment, because the work of the board was too great to make an immediate investigation possible, and it seemed wiser not to delay until the board could make a full investigation.

3. A visit was made to the court or to the overseer committing the child, and a copy or a digest was made of the social record of the court or overseer. If, as in the case of many overseers, no record was kept, a full oral report was obtained of the overseer's

[4] The organization of a state-wide social-service exchange is being discussed at the present time by the New Jersey State Conference of Social Work.

contact with the family; and in any case effort was made to talk to the person who had had the closest contact with the family.

4. A visit was made to any private agency known to have been interested in the child, but usually first to the agency responsible for the commitment. The record of the agency was read and a summary made, and the visitor to the family was seen in person. All other agencies interested, as shown by the court or agency's record were seen, if possible, for information and advice, or, if outside the State, were reached by letter.

5. If parents were living and were within the State of New Jersey, they were interviewed, with particular reference to their own earlier history. A complete social and physicial history of the children was obtained together with a full description of the children after they were seen by the investigator.

6. All relatives of the family known to live in the State of New Jersey, and those living in the immediately adjoining districts of other States were seen in person. It was not possible for the board to send an investigator a great distance into other States.

7. Correspondence was entered into with both private and public agencies outside the State asking for investigation, report, and advice, whenever a parent or other key member of a family was outside the State.

8. An effort was made at once to locate deserting parents if such action had not been taken by the overseer of the poor. If it was necessary to extradite a father or a mother, action was taken to that end. In such cases if the mother was living she was encouraged to sign the complaint; if the mother was not living the board of children's guardians took action to compel the father to contribute to the support of his children.

9. Further steps were taken to learn whether any of the relatives interviewed or heard from through agencies or by correspondence were able or willing to care for the child. If they were willing and suitable guardians for the child but not financially able the State board of children's guardians usually placed the child in the relatives' home, paying the regular rate for board. If they were willing, suitable, and financially able to care for the child, the child was placed in the relatives' home as a free home, under the supervision of the State board of children's guardians, and this supervision was continued until such time as it was found desirable to discharge the child.

10. The marriage of the parents, the dates of birth of all the children, the dates of their baptism and the church where it took place, and the death of any member of the family were verified by a visit to the office of the church or the bureau of vital statistics or by correspondence. Divorce was usually verified by seeing the signed decree of the court, the records of which might be consulted later.

11. If, up to this time, the child had not been seen, he was always seen no matter where he was and a full physical description recorded. Often this description was supplied by the agent of the board who first placed him in a foster home pending investigation.

12. The report of the investigation was dictated as soon as the facts were gathered. It showed the name of the investigator and

the date of action; a report of the committing agency, a report of the private agency instituting commitment; a brief report on each child, giving date and place of birth and baptism, incidents of birth, type of early feeding, contagious-disease record, school attended and grade reached, any insurance with the name of the company and the amount of the premium, and a brief physical description of the child, and any pertinent social history. Any child in the family not committed was described; and since these children were usually older members of the family, their social history usually included also the work history. The description of the parents was usually complete, as were also those of relatives if they could be found or interviewed or if a description could be obtained from a member of the family, in which case the name of the person providing the information or description was entered. All correspondence was noted in chronological order with particular reference to pertinent facts.

TEMPORARY CARE PENDING PLACEMENT

Temporary care pending the placement of a child, committed on an almshouse commitment, was given in the almshouse, or, if the child was not actually removed to the almshouse, in the child's own home. In cases of court commitment in Hudson County children were cared for in the receiving home of the Society for the Prevention of Cruelty to Children in Jersey City. In Essex County the Children's Aid Society usually placed children in boarding homes pending their placement by the board of children's guardians. The New Jersey Children's Home Society usually placed its own children and ordinarily did not transfer them to the board of children's guardians. In some small boroughs and townships and in several of the rural counties the overseer of the poor boarded children in private families pending placement by the board of children's guardians when the child was committed on an almshouse commitment. When the child was removed from such a boarding home the overseer of the poor was notified. For temporary care Bergen County used a county children's home, taken over by the board of chosen freeholders shortly before the study, and now considered a branch of the almshouse.

Emergency cases pending commitment to the board and pending placement after commitment were usually cared for by private agencies.

FORMULATION OF THE PLAN FOR THE CHILD

The board used all types of foster homes (prospective adoptive homes, free foster homes, free homes with relatives, boarding homes with relatives, boarding foster homes, wage working homes, wage boarding homes, wage boarding homes without formal supervision), free institution care, boarding institution care, free hospital care, boarding hospital care, free convalescent care, and preventorium boarding care. The board made no private-school placements. It was the policy of the board of children's guardians to use an institution only after placement in a foster home had failed or when a child was received in such bad physical condition with regard to personal cleanliness that he would not be acceptable in a foster home. In the latter case the child was boarded in a local institution that

would accept him (usually one in Jersey City) until he was made ready for home placement. This was typical receiving-home work. The board did not operate a receiving home, since such care was needed for only a small number of children and satisfactory institutions were available for this purpose.

If a child's parents were expected eventually to receive him again, he was boarded until the parents' home was reconstructed or a relative could care for him. If the child was a full orphan and could be placed in a home for adoption, plans for placement in a prospective adoptive home were made. Foundlings were placed at once for adoption unless they were in poor physical condition, when they were placed at board pending their improvement.

Children who were in need of special training (subnormal or backward children, cripples, or children with defective sight or hearing) were placed in homes that were near schools giving the specialized training required. All children were allowed to choose their own vocations, and the board made a special effort to place children in families in which some member was engaged in the field of the child's interest. For example, boys wanting to be mechanics were placed in families where an older son or a brother was in a mechanical trade or on farms where a large amount of machinery was used; girls desiring to be nurses were placed in families where some member was a nurse or was in training for the nursing profession. When a child had a special talent the case was discussed with the superintendent of the board, and whatever opportunities were possible were given him. Children excluded from school because of contagious disease, such as ringworm, impetigo, or gonorrhea, were placed in temporary boarding homes and remained there until they were well enough to return to school.

ADOPTIONS

In general, the State board of children's guardians was not in favor of placing its children for adoption. No child was placed for legal adoption if he had parents or relatives, even though they were unable to support him, whose spiritual contact was considered of value in the child's life. In addition, the board felt that there were very few families desiring to adopt children to whom it seemed safe to relinquish the custody of children presenting so many problems. This policy, followed since the creation of the board, is only now being recognized by many of the good placing agencies throughout the country. An evidence of the thoroughness with which it had been adhered to was the fact that since the creation of the board only 272 children had been legally adopted. At the time of the study an average of 11 a year and less than one-tenth of 1 per cent of the children in care during that period had been legally adopted.

Where children were eligible for adoption, placement with prospective adoptive parents was for one year on probation, during which time both parents must have made a personal appearance in the office of the superintendent and have satisfied her and the assistant superintendent that they were fit and satisfactory persons to have the care and custody of the child. They were given the full history of the child, with any discouraging details. It was the belief of the board that if foster parents were inclined to be discouraged about

the heredity or the future of the child, the time to know that was before, not after, placement.

Only rarely were brothers and sisters separated for adoption, and then it was by accident and not by policy. The last occasion of this sort was about five years before the study. The policy of the board was generally opposed to adoption, and the judges throughout the State were believed to be in accord with this policy and very critical of every application coming before them for adoption. Occasionally brothers and sisters of illegitimate birth were separated if they had hardly known one another.

The investigation of a home for adoption was not different from that of investigation for free placement, except that the foster parents were always expected to present themselves in the office of the superintendent and to be prepared to answer any additional questions or supply any additional information which she might require of them. The home had the same supervision during the probation period as other free homes, except that the assistant superintendent made the final visit to the home and passed on any last questions, later testifying to her opinion on the matter at the adoption hearing in court. No more intensive investigation was made of the child's own history unless the organization was not satisfied that its original investigation was sufficient, or unless relatives were located who were not known previously. In most cases, however, placement proceeded on the original investigation. The board attempted little in the way of fitting the child into the home, in addition to the efforts made in all its free-home placements. No mental tests were made of children eligible for adoption; the majority of these children were under 3 years of age.

So far as the legal aspect of adoptions was concerned if the board of children's guardians could show that a parent was incurably insane, was habitually drunk, or had abandoned the child, parental consent was not necessary for the adoption. In all other cases parental consent had to be procured by the State board of children's guardians after the child became its ward and was filed on the forms provided by the orphan's court. In addition the consent of the State board of children's guardians signed by the president and secretary of the board of managers was filed with the court. These two forms of consent were filed in court with the petition (see forms in appendix, pp. 128, 129), and the superintendent or assistant superintendent was present at the hearing to testify to how the child came into the custody of the board, why he was being placed for adoption, and the reasons for approving the adopting parents. This included testimony as to the prospective adoptive parent's financial standing and character, the length of time the child had been in care, and the board's contact with and its opinion of the family. At the time of the study the applicants (both father and mother) came to the office of the board to sign the adoption petition. In former years the adoption petition was mailed to them for signature. The court could not sanction or give its consent to an adoption of a ward of the board of children's guardians without the consent of the board.

The adoption law of New Jersey does not measure up to the standards of the best adoption laws and does not afford adequate protection to children who are not wards of the board of children's guardians. Adoption proceedings come within the jurisdiction of the orphans' courts. No investigation of the child's history or of

the conditions in the proposed adoptive home is provided for, nor is a trial period in the adoptive home required. Statutes providing for investigation in adoption cases have been enacted in recent years in Arizona, Minnesota, New York, North Dakota, Ohio, Oregon, New Mexico, Pennsylvania, and Virginia.[5]

In Minnesota, for example, the court must notify the State board of control when a petition for adoption has been filed. That board is required to inquire into the conditions and antecendents of the child and the suitability of the proposed home, and must submit a report in writing and advise whether the petition should be granted. The investigation may be waived by the court for good cause shown or when the court is otherwise satisfied.[6]

The laws of Georgia, Minnesota, New York, New Mexico, North Dakota, Ohio, and Virginia provide that the child must have lived for a certain length of time in the proposed home before the adoption decree can be granted. It is usually provided that this requirement may be waived by the judge for good cause shown.[7]

The New Jersey law provides that if both parents are dead or if circumstances are such that legal consent of the parent is not required—for example, the consent of an insane, or a habitually intemperate parent, or a parent who had abandoned a child need not be obtained—a "discreet next friend," in lieu of a legal guardian, may be appointed by the court to give consent. Although the law does not so specify it is presumed that the intent of the law is that the "next friend" shall be fully informed concerning the circumstances of the case. As a matter of fact, persons are being appointed who are not equipped to make the thorough investigations needed—for example, truant officers, superintendents of schools, public-health nurses, and representatives of other organizations which do not have well-developed policies with regard to adoption. If changes in the present law are not made, judges and social workers throughout the State should agree that only representatives of the board of children's guardians or of private child-caring agencies with high standards of case work should be appointed "next friend" for these children.

Supervision of adoption through a qualified State department is an effective means of preventing unsuitable adoptions. In Minnesota, North Dakota, and Oregon, for example, investigation by the State board prior to the entry of a decree of adoption is provided. Other States require reports of adoption to their State boards. For example, Alabama requires monthly reports to the child-welfare department from probate judges, and Virginia requires notice of all final orders to the State board of public welfare.[8]

A comprehensive study of adoptions recently made in Pennsylvania furnishes convincing evidence of the need for safeguarding the rights of the natural and adopting parents and the welfare of the child through such means as have been suggested.[9]

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[5] Adoptions Laws in the United States, by Emelyn Foster Peck, p. 17. U. S. Children's Bureau Publication No. 148, Washington, 1925. Texts of recent laws are given in the appendix of this report.

[6] Ibid., p. 27.

[7] Ibid., p. 20.

[8] Ibid., pp. 23, 24, 31.

[9] Report to the General Assembly Meeting in 1925 of the Commission Appointed to Study and Revise the Statutes of Pennsylvania Relating to Children. Part I with appendixes contains the results of the study of the practice of adoption in Pennsylvania; see especially the case stories on pp. 92 ff.

METHODS OF PLACEMENT

If the recommendation made by the court at commitment was that the mother was an unfit guardian the representatives of the board who appeared in court on the day appointed to receive the child had ready a home in which the child could be placed immediately.

When a child was committed by the court it was not necessary for the board to report on what was done with the child nor was the consent of the court required to remove him from the homes of parents or relatives. As a matter of courtesy to the court, however, the board filed a copy of its investigation with the court when it was found necessary to remove a child from the environment in which the court had recommended that he remain at the time of commitment.

Similarly, out of courtesy the court was sometimes notified of the return of a child to parents or relatives.

Transfers of children from one foster home to another were decided upon by the director of the dependent children's department and her assistant. If institutional care or the return of a child to his own home were considered advisable the policy was to refer the case to the superintendent for decision.

It was the policy of the New Jersey State Board of Children's Guardians to make every effort to keep children with their own families. If their own homes had to be broken up the homes of sisters and brothers and relatives of second degree were always given first consideration. Even from a very early period in the development of work, children were boarded with their grandparents if they were fit and willing to care for the children but not financially able to.

If the child's own home was found unfit or if the mother was not financially able to care for the child until she received her first check the board had no funds available to rehabilitate the family and the children were placed in foster homes. Family rehabilitation depended on some other agency. The State board had no funds for moving a family, buying furniture, or providing for emergency service in the home. If the mother was a fit guardian for her children, after they had been placed she was encouraged to go to work until she had accumulated enough to get her home together again. At such time the children were returned to her for board. In practice such families were usually referred for commitment by private agencies and in Essex County particularly, the private agency continued to subsidize the family until board could be paid for the children. If children were left temporarily with their mother while an investigation was being made, an outfit of clothing was sent to the mother for each child. Milk for children under 2½ years old and medical attention were provided. This service continued until the investigation showed that the home must be broken up.

The board made every effort to encourage overseers of the poor to commit children to live with their own parents wherever it was possible. Not all committing officers, however, were willing to accept this recommendation, and many children were still committed to live elsewhere when the board could have placed them with their mothers if the commitment had come early enough to save the family home. Usually the petition for commitment was filed as a last resort by the

overseer and with the interval elapsing between the date of commitment and the investigation the possibility of constructive work for the family had passed. After commitment the superintendent and the director of the department might still place the children with relatives if the investigation disclosed any who were suitable.

When a child reached the age of 17 or 18 years if he was making satisfactory progress and was well adjusted in the home in which he was placed, he was, in the terms of the board "placed without supervision." This meant that the young person reported to the office at intervals and carried on a more or less regular correspondence with the director, but was not visited either in his home or at his place of employment. The office felt that this plan gave the child an opportunity to develop initiative and a sense of responsibility at a time when he was still under guardianship of the board and the board was still in a position to advise, direct, and protect him as occasion demanded. At the same time it relieved the child of any feeling of unnecessary supervision.

When a child was returned to his own home after placement elsewhere supervision without financial assistance was given until it was found advisable to give an official discharge. After a period of time which varied greatly in length, if conditions were satisfactory so that it was felt that the family might be discharged a formal discharge was recommended to the board of managers which took action on it at a regular session of the board.

The fact of the discharge was not reported to the court, therefore, if conditions in the child's home should again deteriorate and removal of a child become necessary the court had first to learn whether the child was under care of the State board before it could take action for recommitment to the board.

Infants under 1 year old, if not eligible for adoption, were boarded in foster homes or placed in institutions until family homes were available for their care. About one-third of the infants under 1 year of age under the care of the board were boarded in foster homes; the other two-thirds were placed in institutions in the State such as St. Vincent's Nursery and Babies' Hospital in Montclair, or St. Michael's Orphan Asylum at Hopewell. Usually the child was kept in the institution until he was 2 years old, after which time he was placed in a foster home.

The policy of the board of children's guardians was not to place children in institutions unless care in a foster home was not possible or temporary care was required of a type not available in a foster home. The policy of the board with reference to placement in institutions was as follows:

1. Children requiring training in personal cleanliness were placed in institutions as a preparation for placement in foster homes.

2. Children who were persistent runaways were placed in institutions. For Catholic children (particularly boys) the Catholic protectory was used in such cases. For Protestant girls an Episcopal home (St. Anna's at Ralston) was used. No home was available for Protestant boys of this character, so they were placed with families and transferred to other families when the situation reached the breaking point.

On July 1, 1925, the total number of wards of the board whose whereabouts were unknown was 50 (45 boys and 5 girls) all except 2

boys being over the age of 16. These were children who had run away and who had not been located.

In view of the fact that the State board of children's guardians had absolutely no control over its intake and that private agencies freely admitted that when children were too defective for them to care for they committed them to the State board, it was surprising to find that the number of restless runaways was so small. The figures were taken from the card files of the board which were up to date. In one family visited a 19-year-old boy had disappeared the week before the call. He had been a repeated offender. He was a child of illegitimate birth never able to understand why he had no family of his own, of a difficult, unfriendly disposition, growing more morose each year. He left word that he was going to Detroit to try to get a job with a boy he had met the year before. In view of their previous experience with him, the staff felt sure that they would hear from him within the month, asking for advice and guidance.

3. Catholic children were placed in institutions when the number of available Catholic homes was low and the Catholic intake was high. The policy of the board was to remove such children from institutions as available homes were found; however, in practice as the intake of Catholic children was in general much higher than the supply of homes the incoming children usually got the benefit of the foster homes and those previously placed remained in institutions.

A study of private agencies made in October and November, 1925, showed a very large number of the Catholic wards of the board in institutions. In St. Mary's Orphan Asylum in Jersey City, whose total capacity of 71 girls was usually filled, 84.5 per cent of the total number were wards of the board of children's guardians on the day of the investigation. In St. Mary's Orphan Asylum in Newark, out of a population of 300 boys and girls, 42.5 per cent were wards of the board of children's guardians, and 39 per cent of its total receipts came from the board of children's guardians on the basis of $3.50 a week for each child. In St. John the Baptist's Home in Newark, with a population of 80 girls, 25 per cent were received from the board of children's guardians. In St. Vincent's Nursery and Babies' Hospital in Montclair, with a capacity population of 25 infants and 20 runabouts, the records showed for the fiscal year preceding the study 37.5 per cent of the population were wards of the board. In St. Michael's Orphan Asylum at Hopewell, with a total capacity of 400 boys and girls, including an infant department of 30 infants and 40 runabouts, 20.1 per cent of the total population were wards of the board of children's guardians, and in the opinion of the chaplain about 90 per cent of the population of the infant department were wards of the board.[10]

4. Infants, particularly those not expected to be eligible for adoption (see p. 33), were placed in institutions for a few years.

5. Girls who were sex offenders were placed in institutions; Catholic girls were sent to the House of the Good Shepherd in Newark,

[10] Coincident with the study made by the Children's Bureau a study was being made by the National Catholic Welfare Conference of all the social-service activities of the Catholic diocese of Newark. The study included an intensive survey of the children's institutions within the diocese (all but one of the institutions listed; St. Michael's Orphan Asylum at Hopewell is in the Trenton diocese). As a result of the study a bureau of Catholic charities in the Newark diocese with a well-organized family agency and a properly operating child-placing agency has been established.

and Protestant girls to St. Anna's at Ralston. The board believed that some of this institutional care for predelinquents had prevented much delinquency and bore some relation to the low rate of commitment of wards of the board of children's guardians to State homes for delinquents.

6. Occasionally institutions were used to satisfy the demand of a father that his family should be kept together (this was usually in the case of Catholic children).

In placing children in institutions, although the State board of children's guardians usually had a full family history and much information about the child himself, this record was not supplied the institutions. Several institution superintendents stated to the investigators that they believed they could do much more for a child if they knew something about him. For the sake of the child the board of children's guardians should send no child to any institution without a written report containing its information about the children.

The board paid $3.50 a week for institutional care; the supervision was practically the same as that of children in foster homes. Visits to the institutions were regularly assigned to the visitor and visits were made every three months as in foster families.

CARE OF THE CHILD'S HEALTH

Preliminary physical examinations.

The medical and dental program for the children under care of the board was under the supervision of the dental and hygiene committee (see p. 14) and the superintendent of the board.

Every child committed to the State board of children's guardians for placement in a foster home was examined by a physician immediately after placement. No social or physicial history was sent to the physician with the child. Children who had actually been inmates of an almshouse were examined at the almshouse before transfer to a foster home if that almshouse had a physician and the report of the physician was recorded upon the blank of the State board of children's guardians, which was mailed to the almshouse immediately upon the receipt of the notice of commitment. This report was returned to the office of the State board before the child was removed.

If a child had never been a resident of an almshouse, a medical-inspection blank was sent to the foster parents as soon as he was placed, with the request that the family physician examine the child and that the report be filled out and returned to the office. (See form in appendix, p. 130.) At the time of the study two physicians in Jersey City were making all the examinations before and immediately after placement of children placed in Hudson County or in other counties if within easy reach of the office. A physician in Bayonne and one in Hoboken also made examinations of children placed in those cities. These physicians were all general practitioners. They were paid at the rate of $2 for house calls and $1.50 for office calls. Throughout the State when foster families took children to their own physicians for examination these physicians were usually general practitioners and the charge was usually $3 a visit either at home or at the office.

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No laboratory work of any sort was attempted by physicians at the preliminary examination. If laboratory work was necessary, as for instance where children were suspected of tuberculosis, gonorrhea, or syphilis, the child was referred to the special clinic necessary and then, for treatment, to the tuberculosis clinic or venereal-disease clinic or other State clinics nearest his foster home if he was placeable. If necessary, a child was placed in a specially chosen home, easily accessible to the clinic, during his period of treatment.

Physicians vaccinated when necessary. Vaginal smears were made as a matter of routine only for girls under the age of 2 who were sent to the Mothers' Institute. (See p. 39.) (The institute requested this service.) No smears were taken of infant girls to be placed directly in foster homes, to remain in their own homes, or to go into any other institution or hospital. For older girls vaginal smears were taken only upon the examining physician's recommendation and upon reference to the venereal-disease clinic, and never at the time of the preliminary examination of any girl over the age of 2. Occasionally after placement a family reported that the girl in their care was in a suspicious physical condition. On receipt of such reports the board arranged immediately for reexamination at a venereal-disease clinic. Throat examinations were made only with a view to detecting the presence of diseased tonsils and adenoids; throat and nose cultures were never taken by the physician, even for infants going to mothers' institutes. Sometimes, however, a physician would recommend that a culture be taken, and the child was taken to the nearest clinic, usually a tuberculosis clinic. Eyes were examined and glasses or treatment were recommended; ears were carefully examined and necessary treatment recommended.

Medical and surgical care.

It was the policy of the board to carry out recommendations made by the physicians at the preliminary examination at once and all medical and surgical treatment was performed as soon as possible. If hospital care was recommended for a child an effort was made to place him in the hospital nearest to the foster home in which he was to be placed.

Children suspected of having tuberculosis, those coming from tuberculous homes, and those showing any condition that suggested exposure to tuberculosis were taken to the nearest tuberculosis clinic. Care was taken that a child need not travel great distances to the clinic, and a transfer to a more conveniently located foster home was made when necessary. Children south of Newark but north of the district known as south Jersey attended the eye, ear, and throat clinic in Newark; children in the northern section of the State, including Jersey City, Bayonne, and Hoboken, were treated by an eye, ear, nose and throat specialist in Jersey City; children in south Jersey were taken to the nearest hospitals and clinics.

The consent of parents was necessary before an operation could be performed on a child under care of the board according to an opinion rendered by the attorney general of the State, and in every instance this consent was sought by means of a registered letter. If the letter was not answered or was returned to the office because the addressee was not found the board might proceed with the surgical work needed after clear and proper notation was made on the case

record. If the child had no parents the superintendent reported the case to the next meeting of the board of managers for a decision.

The reading of case records bore out the fact that the board was scrupulously conscientious in carrying out this procedure. If a physician recommended an operation and, upon examination the surgeon who was expected to perform it decided that surgical interference was not required, a written opinion of the surgeon was obtained and filed with the child's case record, and his opinion was taken as final. If the child did not make satisfactory progress without the operation the surgeon's opinion was sought again and his instructions followed. In emergencies the superintendent gave her written consent to an operation coincident with the sending of the registered letter to the parents for their consent and reported the matter at the first meeting of the board of managers for their ratification.

The board felt that the delay in nose and throat work which the children needed to have done was too long, particularly in the removal of tonsils and adenoids. This delay was attributed to inadequate State hospital facilities for such treatment and also to the fact that the board's supervisory staff had too much to do.[11] Lack of facilities, however, was the more important reason for delay. Hospitals could accept only a small number of patients each week, and sometimes in counties where hospitals were crowded, even when an appointment was made, no bed was available for a child when he arrived and he had to be returned home and brought back the next day. At times a year elapsed between the recommendation for the removal of tonsils and adenoids and the operation.

When the physician on examination requested that a Wassermann be made or a smear taken the child was taken to the nearest of the State venereal-disease clinics, which were conveniently located throughout the State. Examination and treatment did not usually include extensive laboratory work. At one time in Hudson County a physician tried to make a complete laboratory examination for each child, but the cost and time consumed were so great and the intake was so rapid that it had to be given up.

Orthopedic work for children in the northern part of the State was usually done at the New York Orthopedic Hospital, a small amount of work for children in the central section was done in Camden and Trenton, and a large amount for children from south Jersey was done at the Philadelphia Orthopedic Hospital.

A dentist in Jersey City and one in Bayonne did the dental work for children in that vicinity. In other sections of the State the foster family took a child to its own dentist when the physician's report showed the need for dental care. Teeth were treated and all dental work done as soon as possible after the recommendation was made. An estimate of the cost of the work to be done and a mouth chart showing the exact location and extent of repair work were obtained from the dentist and sent to the office. If the estimate was not over $20, the dentist was notified that the State board of children's guardians was willing for him to proceed, and the family was instructed to take the child for treatment. If the amount exceeded

[11] A plan which will reduce greatly this waiting list was being worked out in the autumn of 1926 by the commissioner of the New Jersey Department of Institutions and Agencies.

$20, the superintendent took the estimate to the board of managers for approval of the expenditure.

If after treatment of any sort the investigator visiting the child thought the child had not had proper care, arrangements were made to bring him into the office of the board, so that the superintendent and the assistant superintendent in charge of dependent children might pass on the quality of the work. All children presenting unusual physical conditions, such as protruding teeth, for which corrective treatment was recommended, or congenital defects of limbs, were seen by the superintendent before any correctional work was done.

After the preliminary examination no child was given another complete physical examination while he was under care of the board if he remained apparently well, even though he might have been received as an infant and remained in the care of the board until he was 21 years old. However, most of the children coming into care needed a very large amount of physical repair, so that usually a child was under the care of some physician usually for a number of years after placement. After corrective work was completed the child's physical condition was the responsibility of the visitor, and any further medical attention was given at her suggestion.

Supervisory visits by the agents of the board were often made at meal time in order to observe and evaluate the diet of children, and late calls were made so that actual sleeping arrangements might be noted.

If a child became ill, the foster parent called the family physician, who sent a report to the board. (See form in appendix, p. 131.) Sometimes foster parents reported that a child needed attention, or a school physician or nurse would call attention to his needs when the child himself did not complain.

It was the policy of the board to transfer children with contagious diseases such as scarlet fever, diphtheria, erysipelas, or meningitis to isolation hospitals. Children with measles, chicken-pox, mumps, and whooping cough usually were cared for at home. The school and county nurses very often took the wards of the board to clinics. These nurses were cooperative in reporting to the board anything seen in the home on their calls for or return of children that they believed needed attention.

The hygiene committee and the superintendent of the board believed that the wards of the board should have the very best medical and surgical treatment available, and therefore made all use possible of the various clinics and of the hospital service available throughout the State. Most of these clinics were controlled by the counties, cities, or by private corporations. All clinics for venereal diseases were under State management. The various hospitals, sanatoriums, and clinics had cooperated to the fullest extent possible in caring for the wards of the board. The various tuberculosis clinics and sanatoriums and preventoriums cooperated whole-heartedly in caring for the State wards needing their treatment. Orthopedic hospitals and clinics, especially the New York Orthopedic Dispensary and Hospital, had done some wonderful work in treating crippled children who were State wards.

The hygiene committee of the board held conferences with the doctors who cared for the State wards, and the advice of the doctors

at these conferences and on particular cases were always carried out. The various boards of freeholders of the counties and the city authorities had always been exceedingly liberal in allowing all the funds necessary for the surgical treatment and care of the children, and in meeting any extraordinary expense incurred in special cases.

Infant care.

The importance of having all infants under medical supervision is now generally recognized and "infant-welfare stations" or "well-baby clinics" are increasingly available. Here the mother may learn from the doctor how to care for her baby, the kind of food he should have and whether there are defects which require correction. Babies that are not breast fed need such supervision more than the breast-fed babies. It is therefore important that agencies having the responsibility for infants who for one reason or another have been separated from their mothers should provide for regular medical supervision for them. This was done by the New Jersey State Board of Children's Guardians.

Babies committed for foster-home placement went directly to foster homes if any were available. If none were available they were sent to institutions until homes were found. Jersey City had a series of baby-welfare stations, with a central Mothers' Institute, which acted as an infant hospital and clinic. It was not the practice of the board to send infants to hospitals or the institute for a preliminary period of feeding adjustment. If they were ill, they were cared for in a hospital until they were well. Babies rarely came to the board accompanied by feeding formulas, even when discharged from hospitals. Usually the infant was taken to the foster home by a social worker, and the same procedure was followed as in the case of older children, that is, the foster mother was expected to feed the child what she thought was right and was asked to have her physician examine him at the earliest possible moment and give a formula for feeding. The physician filled out a blank, the same as the one used for older children, and it was mailed to the office. In only a very few instances was a feeding formula written on this report. The board believed that the physician gave a feeding formula to the foster mother with instructions for carrying out the procedure, but it had no record of this formula nor of the instructions given so that it was not possible for the visitor to help in making sure that instructions were followed.

Infants placed in boarding homes by the State board of children's guardians were not taken regularly to the baby-welfare stations unless they were suffering from severe rickets and malnutrition. No record of what treatment the doctor recommended, what the feeding was, what progress the infant was making, or how the foster mother cooperated was filed with the board.

The board had no nurse attached to its staff for transporting babies to foster homes or hospitals nor to supervise their feeding after placement. The family physician examining the child continued to supervise if the family requested it, but usually he attended the child only if it was not gaining or if symptoms of illness developed. The foster mother was at liberty to call her own or a different physician at any time she thought it advisable; but the board had no

information as to whether the feeding formula was changed at regular intervals by the physician or whether the foster mother made these decisions herself.

The board supplied a quart of milk a day to every child under the age of 2½ years in a foster home. Milk for a child over that age in any amount on the physician's prescription and, if prescribed by a physician, for an infant dextrimaltose, cod-liver oil, or dried milk were supplied by the board. If these were purchased in local drug stores the foster family bought them, sent the receipted bills to, and was reimbursed by, the board. Milk also was purchased in this way, the foster family sending the receipted bill for the amount delivered each day for the child. When children were placed on farms where the family owned no milk cows and had to buy milk for its own use, the board supplied extra milk for the foster child.

Within the last five years the health program for child-placing agencies has been entirely revised. The State board of children's guardians could do much more for its wards if it adopted a definite health supervision program (1) for infants and children of preschool age, and (2) for school children under its care. Development of the program for the former should be given preference because many of the school children are having the advantage of health supervision in the schools.

If a consulting pediatrician was added to the staff of the board or a medical advisory committee created and a nurse well trained in infant hygiene was added to the staff to work under the direction of the pediatrician or the medical advisory committee, the supervision of the health of the babies could be put on a very much better basis. With this organization a plan of cooperation with hospitals and infant-welfare centers could be worked out. The nurse could see that the doctor's instructions were carried out by the mother and could do much general education of foster parents in the care and feeding of babies and young children.

Mental examinations and adjustment of problem children.

The State board of children's guardians made no routine intelligence tests or psychiatric examination of children on commitment, nor were such examinations always given when there was suspicion of defect and when the child's conduct was such as to strengthen this suspicion. The rule of the board was that the child must have time and opportunity for a modicum of physical development and repair before a mental examination could be relied upon. Children presenting behavior difficulties or other manifestations of mental instability were usually transferred several times to see if a home adjustment was not to be found in which the child's difficulties would cure themselves. Sometimes a mental examination was given during these transfers, and sometimes it was delayed until the decision was reached that the transfers were not solving the child's difficulty. Very often, however, the physician making the physical examination at the time of placement recommended a mental examination either on the basis of his physical findings or on the basis of the child's apparent mental condition. On receipt of this report the child was usually taken to a city mental clinic or a school clinic, depending upon the locality, for mental examination. Two counties

at the time of the study had county-wide mental-hygiene clinics—Essex, under the auspices of the board of freeholders, and Monmouth, under the auspices of the Monmouth County Organization for Social Service. For the children who came to the board of children's guardians from these two counties reports of their mental and emotional condition should be available.

The staff of the division of education and classification of the State department of institutions and agencies was available for consultation, but this service had not been much used because the clinics were held usually in State hospitals for the insane or in institutions for the feeble-minded. The school psychiatrist of Jersey City and psychiatric clinic of the Postgraduate Hospital of New York were often consulted. At the time of this study the mental examinations were limited, practically, to children considered feeble-minded, and these examinations were held in the school clinics of Jersey City, Newark, and Trenton, the State hospitals for the insane at Trenton and Morris Plains, the institutions for the feeble-minded at Vineland, Woodbine, and New Lisbon, and the mental-hygiene clinics in Newark and Red Bank.

Occasionally, when the physician had not recommended a mental examination, the foster family reported that the child was apparently deficient, and the board then arranged for an examination. Occasionally, also, the request came from the school-teacher after placement or from the board's own visitor. On such requests 26 children were examined during 1925. The board had no psychiatric social worker on its staff. Usually the child to be examined was taken to the clinic by the member of the staff who was at the time working in the vicinity or by one of the staff members assigned to the care of transfers. The visitor was expected to read the child's record before she went to the clinic and to report the facts to the examining physician, psychiatrist, or psychologist orally. The examiner sent the board a written report, which was filed with the case record unless institutional commitment was recommended, when the report was sent to the State department of institutions and agencies, together with a request for commitment. The board was careful to follow the physician's recommendations, if he made any, for social treatment, such as transfer to a different community, to a different school, to a home with no children, or to a different foster home. If a psychiatric examination indicated that the child was not committable to a State institution for defectives nor to a foster home, he was usually transferred to one of the private institutions organized to accept the difficult child.

Newark, Bayonne, and Jersey City had classes for defective children in the public schools which the wards of the board attended upon the recommendation of the examining physician. Children pronounced feeble-minded and living in boarding homes while awaiting commitment to institutions were always entered in these schools. Other children who upon examination were judged not to be in need of institutional care were enrolled in the classes for defective children as part of their social and mental treatment. If children committed to the board through the almshouse were very low-grade feeble-minded, they were never removed from the almshouse, but application for admission to an institution for the defective was

made at once to the department of institutions and agencies, and the children remained in the almshouse until they could be transferred to the proper institution.

The creed around which the board of children's guardians whole program of foster-home care was built was that the child must be happy. Every child had easy access to the office of the board and knew the superintendent was interested in him. He was always interviewed alone on visits of supervision and was always made to feel that he might bring his troubles to the office for attention and possible solution. No barrier was raised between the child and the superintendent or her representative, and the freedom with which children wrote was evidenced by the volume of correspondence on file in the case records. There was never any question, therefore, of the feasibility of a transfer to another foster home if a child was unhappy. Too many transfers may be as bad as too few, but a transfer is necessary if the child is unhappy and the staff is inadequate for the constructive supervision which might eliminate difficulties without removing the child.

The supervision of the mental health of these children should include a plan to assist the foster mother in giving the necessary habit training of the preschool child and in adjusting to their new environment children who have been the victims of serious social and parental neglect. It is expected that the next step in organization plans of the board will be the addition to the staff of a psychiatric social worker who will serve as the connecting and coordinating link between the psychiatrist and the field staff of the board. Discovery of the gifted child as well as the dull and backward and the working out of a special program for each is important.

FOSTER HOMES

FOSTER-HOME FINDING

During the period from July 1, 1924, to June 30, 1925, applications from 234 foster homes were accepted by the State board of children's guardians—117 boarding homes, 69 free homes, 7 wage homes, and 41 adoptive homes. Eight hundred and forty-three children were placed in foster homes during the same period—720 in boarding homes, 109 in free homes, and 14 in adoptive homes. On July 1, 1925, 1,021 foster homes were in use—573 boarding homes, 335 free homes, 80 wage homes, and 33 prospective adoptive homes. In these homes, 2,882 children were being boarded—1,765 for whom board was being paid and 1,117 without payment of board.

The board of children's guardians had no special staff devoted to the finding of foster homes. They were found, investigated, certified, and recorded by the same group of supervisors that supervised the children in their foster homes. (See p. 18.) Applications to care for children usually came in writing to the office or were reported by other foster mothers to staff members. Perhaps more of the investigations of possible homes were made by the four staff members who transferred and placed children. In some instances where the application appeared satisfactory and all the references were very favorable, the staff member took the child to be placed with her at the time she went to make the investigation.

The same kind of investigation was made of both boarding and free homes, and the same standards of care were expected in all foster homes except that some variation from the standards was made in the cases of placement with relatives.

The same standard was expected for adoptive homes, but in practice such homes were usually of a higher standard economically. In the case of an application for adoption after a child had been in a foster home, an additional investigation was made by the director of the department before recommendation for adoption was made, so that she might be in a position to testify in court as to the actual conditions prevailing on the day of adoption.

The great majority of the applications for foster care came through the foster mothers themselves, either the foster mother reporting the name of a desirable foster family, or the prospective foster parents making their own application at the suggestion of a foster mother. The board kept no statistics of the source of its applications for foster care, but the director estimated that 75 per cent of the applications came through the efforts of foster mothers themselves, that ministers, priests, and rabbis recommended another 15 per cent, that 4 per cent came through newspaper accounts of the work of the board, that 5 per cent came through advertisement, and that social agencies were the source of another 1 per cent.

Because of the large number of Catholic children committed and the relative scarcity of Catholic homes the board had a standing advertisement in the Catholic Monitor for boarding homes for Catholic children. This was the only advertising the board found necessary, and even this was far from satisfactory, as only 5 per cent of the total number of homes were found in this way. In the opinion of the director the results did not pay for the advertisement. At Christmas time the newspapers of the large cities usually sought stories from the board for publication, and these often resulted in some foster-home applications.

INVESTIGATION OF FOSTER HOMES

When an application for a foster home was received it usually came through the mail to the superintendent's secretary. She or her clerical assistant at the switchboard sent out the letters to the three references and the minister, priest, or rabbi named on the application blank. (See form in appendix, p. 132.) These three references and the minister, priest, or rabbi were asked to reply on blanks supplied for that purpose. (See form in appendix, p. 133.) In the meantime the application went to the director of the department and the file room for the necessary record forms. When the references were returned the application and references went to the director who assigned them to the visitor expecting to be in the neighborhood of the home during the coming week. The first step in an investigation is usually to clear with a central registration bureau or confidential exchange. The social-service exchange in Newark was never consulted in the investigation of a foster home.

In addition to the three references who were rarely visited the investigator saw two other persons, usually neighbors, the storekeeper, or near-by farmers. These were usually seen after the home

itself had been visited. The pastor was also always seen. If for some reason he had not answered the letter of inquiry and had made no written report, the visitor's report of her call on him took the place of this written recommendation.

The character and personality of the father is of great importance in foster home placement. The board of children's guardians had no policy of insisting on an interview with the foster father before accepting the home, nor was it a routine practice, but if possible he was seen. In farm homes he was often interviewed. The director estimated that less than 10 per cent of the foster fathers were interviewed in the course of the investigation. At the time of this study the board was about to institute the policy of making an interview and careful inquiry regarding the foster father a routine matter in all adoption investigations.

Married children of foster parents were never seen during the period of investigation, or if seen it was by accident and was not a part of the investigation. An interview with them would in some cases have made subsequent removals unnecessary.

Two years before the study the question "When, where, and by whom were you married," was added to foster-home application blanks. The information given by the applicant in answer to this question was not verified. Homes where either parent had ever been divorced were never used, hence no verification of divorce was necessary. Previous death of a former spouse was not verified, and neither was a remarriage. Practically no use was made of public records in connection with the investigation of adoption homes.

If it was learned that a family had ever received children from any other placing agency, correspondence was entered into with the agency in reference to the home. That this had been done was not always borne out by the information on case records, although the policy was in force and the intention was that foster homes should not be used until this information was at hand.

It was the policy and aim of the board to obtain for the child a maximum of love, devotion, and care such as could be expected to approximate as nearly as possible that which would be given the child by his own family, if that family were normal. The personalities in the family might therefore outrank all other qualifications.

The board made no verification of the foster family's income, so long as there was evidence of sufficient income to give the child satisfactory care. If there was doubt in the mind of the investigator, or in the mind of the director after a review of the written report of the investigation, the foster mother was asked to come to the office for an interview with the superintendent and the director of the department, and they made the decision on the basis of this interview as to the use of a home. An interview was often arranged also when an investigator failed to recommend a home for use but could not tell just why. The board felt that it could not afford to turn down any home unless there was very plain reason for it. If, however, after the interview with the foster mother, the judgment of the investigator was sustained, the home was definitely rejected.

STANDARDS IN FOSTER HOMES

The standards by which a prospective foster home was judged were in general good and were adhered to in practice. The general standard was that the home should have a normal wholesome atmosphere, and the family command the respect and esteem of their neighbors and the community.

The board had no requirements as to the education of its foster parents. The director believed that most foster parents in the homes in use had had grammar-school education at least. Many of them had had high-school training and a small percentage had had college, university, and professional school training. Homes were rejected on sight when the woman seemed stupid, slovenly, and apparently subnormal mentally.

The policy of the board was to reject homes in which the foster mother was older than 60, although occasionally such a home was used when the apparent and reported facts were that the foster mother was unusually active.

The moral character of a home was vouched for by the references. If unfounded suspicion or rumors existed regarding the foster mother, the board usually gave her the benefit of the doubt. If the child was placed in such a home it was carefully watched and any new reports were promptly investigated. It was the experience of the board that the pastor was their best adviser in these circumstances.

No inquiry was made about the physical health of the foster parents. No interview was had with the family physician nor was any reference obtained from him. Nothing was known of the health of the foster family's children.

Brothers and sisters were always kept together in boarding homes if it was at all possible, subject to the size of the family, the religious requirement, and the adjustment as to sex. When it was not possible to place them together the policy and the effort were to place in adjacent neighborhoods or with foster parents who were related, and to put the addresses of the remaining members of the family in the hands of either the children or the foster parents so that they could visit one another and, if possible, attend the same school and church. A reading of the case records showed this policy was well carried out in placements of the few years preceding the study but not so well defined in the older placements.

The board limited the number of children placed in one family to five. If six were under consideration for placement in one family the matter had to have the approval of the superintendent. In only one case seven children were placed in one family, where the home available and the income were sufficiently large.

The State had no legal regulations regarding the number of children who could be placed in any home, and no local regulations of any sort existed in either cities or counties.

The board preferred that the foster child should have a separate bedroom, but it allowed some latitude in this. The child might be permitted to sleep with other foster children or children of the foster parents. If possible, the children were to be within five years of the same age and had always to be of the same sex. In a large room three children of the same sex up to the age of 12 years were permitted to occupy one bed. Under no circumstances were boys and

girls permitted to occupy the same bed, even during the preschool period. Children under the age of 3 were required to have separate sleeping cribs.

It was the unalterable policy of the board to use no homes where there were roomers or other boarders. No home was used for a girl of any age if there was a hired man on the premises. Such a home might be used for boys, but the boy must have a room separate from that of the hired man. No home was certified for a girl if there was a boy in the family older than herself or within six or seven years her junior. In the reading of case records and in the field studies this policy was found to have been carried out scrupulously. No home was used if there was any suspicion of the use of liquor by any members of the family; and if evidence of its use developed after a child was placed, he was removed at once.

The foster mother was required to provide a closet or some other convenient place, such as a cupboard or a large chest, and a dresser or its equivalent in the sleeping room for the child's clothes. The board expected the child's bedroom to have at least one outside window, and expected all windows to be screened in the summer time. The home had to be equipped with a kitchen and a dining room, although in some city homes, particularly of the newer type, and in many foreign homes, these might be in one; a living room was required and enough bedrooms to provide well for the foster family. The general policy of the board was never to allow a child to occupy a bed in a room used by the family as a living room or kitchen.

There were no special standards for the family's bathing facilities, although a bathroom was expected in all city or village foster homes. Farm homes had none, except in the rarest instances. The board took it for granted that ice was used by the family in the summer time, but there was no verification of this fact even in the homes used for infants, although its importance was realized. Careful inquiry into sanitation was made in the city, and plumbing was required to be in good condition. Inquiry into the situation in country homes was not so careful. No inquiry was made into household equipment, such as bed linens or table linens. That these were sufficient was taken for granted.

It was the policy of the board to place children in a family of the same religion; that is, Catholic, Protestant, or Jewish. No attempt was made to differentiate the various Protestant creeds or the various nationality groups within the Catholic Church. No Christian Science children had been committed to the board, therefore children had not been placed with Christian Scientists. The facts as to church attendance were learned from the minister, priest, or rabbi of the church which the family said they were attending. If families had recently moved reference was made to the former pastor if they were not sufficiently well known by the current one. The families accepted were not always church members, although this was preferred. Attendance at church was required. The board's requirement was that the family and the child attend regularly some religious service within their own denominational unit. If a child showed a preference for a special Protestant creed, he was permitted to attend that church if there was one near his foster home. The study of case-records brought out the fact that occasionally there have been

transfers to new foster homes for the purpose of satisfying a child's special religious bent.

The placing service of the board of children's guardians extended by law to any section of the State of New Jersey, or to institutions in immediately adjacent neighborhoods for special situations, such as the Institution for Catholic Colored Children (St. Benedict the Moor) at Rye, N. Y., or orthopedic hospitals in New York or Philadelphia.

The community in which a child was placed was required to have an available church of the child's religious belief, an available school, and a high school if the child was approaching, or was of, high-school age. The board made no placements in isolated sections where schools were not good or were inaccessible, where churches were at a great distance, or where transportation was so poor that supervision was difficult, particularly in winter. Such districts were Sussex County, Burlington County (except for the fringe along the west), Atlantic County, and Warren County. Homes in seaside resorts were not used except for delicate children, and such homes had to be year-round residences and homes that met all the other approved standards. Often it had been necessary to reject homes when the distance to school was too great and no bus service was available, or to remove children under the same circumstances when the bus service was discontinued. Jersey City and Bayonne were the only industrial centers containing many foster homes, and these were used, largely because they were near the office, for short-term care and transfer service. Very few children had been placed in Newark, Paterson, Trenton, Camden, Perth Amboy, or New Brunswick. In the selection of foster homes in cities an effort was made to locate near schools and playgrounds, good motion-picture theaters, and public libraries.

No boarding homes were used outside the State of New Jersey. If a family with a child whose adoption was pending moved out of the State it had not only to move back into the State but must move to the county where it had lived and had settlement, even if it took only a few rooms for the remaining period of the probation, because the child could be adopted only in the State of New Jersey and only in the county of residence. If a family moved out of the State with a child to whom it was giving a free home and the child was not available for adoption, the board insisted upon the return of the child to the State and, if necessary, brought it back.

The board tried to make use of every community resource; an instance of which was that one of its children was sent to Washington shortly before the study by the Kiwanis Club on an educational trip.

In policy the board believed that the foster parents' reason for taking a child should be for comfort and companionship and the desire to render this special form of service to the community. In practice, this policy was believed by the director to be carried out in about 40 per cent of the cases. In 30 per cent of the cases the child's service was a consideration in making of the application, and in another 30 per cent the foster mothers were believed to be supplementing their income by rendering service to children rather than by other forms of employment in which part-time work could be secured.

Children placed in free homes were never permitted to substitute for a hired man or for a maid, the plan being that what work they did should be on the same basis as that of a son or a daughter in the family, and that they should receive the same consideration, and take part in the same forms of recreation as would be considered for the son or daughter. To this end the board was always careful that the foster parents were employing such service as they really needed—such as hired men on the farm or a maid in the household where one was needed.

The board insisted that education should be provided for the child according to his ability and in most instances the reports showed the foster family had provided helpful encouragement for the child to continue in school. High-school education, however, was usually provided on the advice of the school authorities rather than a routine matter.

No score cards of any sort were used to grade homes during the process of investigation or thereafter. The investigator made her recommendation on the basis of her written report, and the superintendent and director of the department, in conference, approved or disapproved the home on the basis of her finding. When the investigator disapproved the home and the director and superintendent were not satisfied that the investigation was adequate, another staff member was asked to make an independent investigation. If the second meeting in her report recommended disapproval the home was rejected without further review. If the second report was for approval, the matter was carefully discussed in conference by the four persons involved, and the final decision rested with the superintendent.

The legal rate of board as stated in the law was not less than $1.50 a week. There was no legal maximum and in practice the rate was always set by the board. It paid $3.50 a week for the care of all children in boarding homes and institutions, except those needing orthopedic care in the orthopedic hospitals, where it paid $2 a day for children up to 14 years and $3 a day for children over 14 years.

Following are descriptions of a few of the foster homes visited in the course of this study of the New Jersey Board of Children's Guardians:

In the home of Mrs. A. were found three very happy children. The oldest, a girl 16 years of age, had been removed, shortly before the study, from an adoptive home in which the adoptive mother had been unfaithful to her husband over a period of years. The child had many times been made witness to all manner of deceit and evasion on the part of the adoptive mother and was rapidly developing a difficult mental trend at the time of her removal from the adoptive home. Mrs. A. had a very fine personality and was handling the situation with sympathy and understanding. She had helped so greatly with the emotional problems of the child that there remained little danger of her unhappy past life affecting her future. The two other girls, who were sisters, came of very poor stock. Their mother and two other children had been sent to institutions for the feeble-minded, one brother had been sent to the epileptic colony, and two children had been placed in foster homes by the New Jersey Children's Home Society. Both these girls were retarded in school, but they were well nourished and well cared for. The only deviation from the straight line of conduct which the foster mother had discovered was a report of truancy. The 16-year-old girl had found the two girls sitting on the church steps eating their noonday lunch when she was sent on an errand by the school during recess. They had been truant all morning. There had never been a repetition

of the truancy. Mental examinations were to be held at an early date in order to determine what actual progress these two girls had made. Mrs. A.'s attitude toward, and understanding of, diet, rest, and recreation were very intelligent. Her only daughter, a young artist who had recently been married, had her studio on the grounds of the family home, and the cultural atmosphere surrounding the girls was exceptional.

The home of a negro architect was visited. The wife had been a schoolteacher, and the home was a pretty little bungalow on the outskirts of the town, full of all forms of plastic art. The two young girls were playing in the yard at the time of the call. Mrs. B had had a new baby and a practical nurse was in the house acting as housekeeper. The children were expected to do only such work around the house as was a part of the educational program that Mrs. B had evolved for them. They were well informed upon their own physical condition and brought out their school cards on nutrition for the visitor to see and told her what the various colors meant and what they were expected to do to bring themselves up to weight. They were having sewing lessons in the home.

Mrs. C in Trenton, caring for a boy aged 7, had a very attractive, simple house. She was giving the boy excellent care except for his diet, which was poor. She responded readily, however, to the visitor's suggestion about the proper diet for children and promised immediate reformation and a report to the office on the effects of the change.

Mrs. D had a 13-year-old son of her own and was giving exceptional care to four boys, wards of the State board of children's guardians. Two of these boys were brothers and their two sisters had been placed with an acquaintance of Mrs. D's, who lived in an adjoining township. The brothers and sisters spent every other Sunday together, either at the home of Mrs. D, or that of her friend, the occasion being an excuse for Sunday use of the family's shabby car. Mrs. D grieved that the other two boys in her care had no one to visit and no parents living to visit them. "Poor little things, I hope I can make up to them for what their parents have failed to do," she said. These children were delicate and Mrs. D was caring for all their physical and many of their mental ills.

ASSISTANCE TO THE FOSTER PARENTS

A printed circular letter sent out to foster parents, when the child was first placed, was the only means taken in a formal way to acquaint the foster parents with the work of the board. (See form in appendix, p. 133.) All other information was imparted orally as the occasion arose by the social investigator. No special informative literature was distributed to them, nor was any effort made to put in their hands helpful literature on the care of children. Information in relation to the child's diet and hygiene needs especial attention. Foster mothers may have stores of valuable information, but there are newly discovered facts about feeding and habit training which it can not be assumed that they know. One foster mother was found who had been feeding a child on a very high protein diet, with quantities of meat three times a day. She was entirely willing to cooperate, and when, to her surprise, the visitor explained that this was a poor diet for a child she wondered whether this diet might have some relation to the turbid condition of the child's urine. The child, a boy of 5, she said would eat anything she gave him and she

agreed to reduce this meat diet at once and substitute for it fresh vegetables and fresh milk. In another instance, five boys, in a particularly intelligent home, were receiving no milk to drink because the foster mother thought they were too old for it. Suggestion has already been made of the importance of adopting a plan for making available to the mothers the supervisory help needed in this field. (See p. 42.)

PLACEMENT OF CHILDREN IN FOSTER HOMES

The policy of the State board of children's guardians was that a member of the staff always accompanied a child to his foster home. Sometimes in adoption cases the foster parents came to the office to receive a child that had been selected for them. Under these conditions they might take the child home with them alone, but these instances were very rare. Usually the child was taken to the home by a staff member and a free home placement was made and the foster parents, later, applied to the board for adoption.

When the staff member introduced the child to the foster home she gave the foster mother an informal slip of paper bearing the child's name and age. The board had no record form for this purpose and for the most part it was found that foster mothers paid little attention to the slip, except to memorize the child's name. With each child was sent a school transfer if he was of school age. No written instructions were given as to diet or special care, not even in the case of infants. A few infants coming from hospitals brought with them a feeding formula.

The only written instructions issued by the board to foster parents were two circular letters sent to a family immediately after the child was placed, if it was a new family, regarding clothing and shoe orders and information for procedure in case of illness. (See forms in appendix, pp. 134, 135.)

An official agreement (see form in appendix, p. 136) was always signed in duplicate by the foster parents upon the receipt of a child in a free home. One of these was filed in the office and the other left with the foster parents. No signed agreement was made for children placed in boarding homes. In prospective adoption homes, in addition to the agreement signed by the foster parent as in a free home, the child had to be cared for one full year free and in a manner completely satisfactory to the board before steps were taken leading to the filing of an adoption petition.

REPLACEMENTS

According to the estimate of the director of the department, 65 per cent of the transfers of children from one home to another were made at the request of the foster parents, and these transfers were usually requested because of the conduct of the child. Parents were free to come to the office and report any unsatisfactory condition but they rarely made complaint against the foster home. Complaints of children against foster parents were few, and transfers because of such complaints caused about 8 per cent of the total. Complaints

of school authorities caused 2 per cent of the transfers. About 8 per cent of the transfers were made on the initiative of the board in order to give the child a better chance in a foster home more nearly in accord with his improved physical and mental condition. About 5 per cent of the transfers were caused by the removal of infants from homes as the children reached 2 years of age. These homes were then used for other infants, so there was some specialization in their care. About 12 per cent of the transfers were based upon lack of cooperation on the part of foster parents or actual deterioration of the foster home. A very small number of transfers (too small to estimate the percentage for girls and still fewer for boys) were made to secure improved educational opportunities for a child. The director of the department believed that sufficient attention was not always paid to this part of the transfer program.

The complaint of a foster mother asking for the transfer of a child usually came to the superintendent of the board of children's guardians by mail. The matter was not discussed with the visitor because usually no one visitor was responsible for the child. Although conduct problems were the usual cause for requests for removals, no help was given the foster parents or the children in these problems. Removal to a new home or if the situation was serious commitment to an institution were the only forms of treatment used. The letter was answered usually by saying that the transfer would be made within the next few weeks. Often in the interval between the request and the removal the family changed its mind about wanting removal. It was the policy of the board, however, to make this reversal difficult, because it was believed that if there was sufficient friction between the foster parent and the child to bring about a request for removal on the part of the foster parent, the child could not be happy in such an environment and the board encouraged the transfer. The director of the department made all the decisions regarding transfers, consulting the superintendent only in the most unusual cases. The numbers of transfers for the entire year were not available. During the month of May, 1925, of the 99 children placed 38 were placed in foster homes. Of the 38 children 6 were transferred once, and 3 were transferred twice during that month. The other 29 remained in the family of first placement.

SUPERVISION OF CHILDREN IN FOSTER HOMES

FREQUENCY OF VISITS

It will be remembered that the board had no control whatever over its intake. It must receive and provide for the children committed to its care. With yearly sessions of the State legislature it should be possible to maintain a reasonable case load for its supervisory staff.

The director of the dependent children's department estimated that six members of her staff were assigned on full or part time (the equivalent of 5 full-time persons) to the supervision of children in foster homes. Because the same visitors supervised children in foster homes and children boarded with their mother it was difficult to hazard a guess that could be called an estimate of the number of children in foster homes supervised by each visitor. Covering both forms of supervision the division reported 6,716 visits to children

from July 1, 1924, to June 30, 1925. On the basis of 22 working days for 12 months (most of the staff were in the office every Saturday) this meant 25.4 visits to children a day for the entire field staff assigned to supervision. A visit meant besides a call at the home, a call also at the school, on the child if he was elsewhere than in the home or in the school, and sometimes many other visits. If 3 calls were made to a visit 76.2 calls were made each day, or with 5 staff members supervising foster homes each made 15 calls a day.

Obviously, 15 calls a day by one person would be impossible especially when it is recalled that many were made in the country to farms miles apart. However, some children were in the homes of their own mothers and in some instances four or five children were in the same home. At the end of each month when the director found her staff running behind the attempted schedule for visits of supervision she often pressed into service some member of the staff who was ordinarily assigned to other work to visit institutions and near-by foster homes. Even with these temporary additions to the staff, hoowever, the organization was notable to visit children the four times a year required by statute. An analysis of the recorded visits to the children seen showed a frequency ranging from 12 times in 6 years to 6 times in 2 years.

Although the frequency of supervision was set by statute at four visits a year the board visited a child as often as the foster mother requested, within the limits of its staff possibilities. The policy of the board and its earnest intent was to space these four visits regularly each three months so that a long period did not elapse between visits. The staff equipment of the board was so limited, however, and so inadequate even for the minimum supervision policy, that often when a foster mother wrote for a visit, a letter was sent her first to ask her if her question was one that could be answered by mail. Sometimes in the case of inexperienced women a request for a visit was based on the need for information that could be handled easily by letter, but if the return letter indicated that the situation was not so simple, arrangements for a visit were made at once.

The following summary of supervisory visits to children taken from case records indicates the frequency of visits and the continuity of service by the various visitors to a child:

Child A.—Visited 5 times in 2 years by 3 visitors, 3 of the visits being made by the same person.

Child B.—Visited 8 times in 3 years by 4 visitors, 1 of whom made 5 visits (some of the visits were 6 months apart).

Child C.—Visited 12 times in 6 years by 8 visitors (most of the visits 5 to 8 months apart).

Child D.—Visited 9 times in 4 years by the same visitor.

Child E.—Visited 5 times in 2½ years by the same visitor.

Child F.—Visited 29 times in 11 years by 8 persons, 1 of whom visited 10 times (5 of which were consecutive), and another 6 times (5 of which were consecutive).

Child G.—Visited 6 times in 2 years by 4 persons, 1 of whom made 3 consecutive visits.

Child H.—Visited 5 times in 2½ years by 3 persons, 1 of whom made 3 visits.

Child I.—Visited 28 times in 11 years by 9 persons, 1 of whom visited 4 times consecutively and later 8 times consecutively; another visited 6 times consecutively.

Child J.—Visited 9 times in 4 years by 2 persons, 1 of whom made 3 consecutive visits.

RELATION OF THE STAFF TO THE CHILDREN

Visitors were expected to follow closely the instructions set forth in the Manual of Rules and Regulations of Field Workers. No attempt at continuity of service to the child was made. The visitor was expected to make a very careful inspection and to report the findings. If matters seemed to be going smoothly brief notes of the child's physical condition, the condition of his clothing, his body, his room, and his bed were made on a visit blank. This constituted the only permanent record of this supervisory service. If, however, there was trouble in the home, if the child was not well, or if there was a complaint from foster mother or school, a rather full and careful description was entered on the running record of the case. Except for the visitors who were confined to one territory it seemed that most of the staff members were inadequately informed regarding the facts in the life of the child they were to visit. Many of them had had no time to read the record before going out, and, as frequently they had never called on that particular child before, they were not prepared to offer the foster mother advice or counsel even when she wanted and needed it. The real responsibility for carrying on the program for the child rested with the director of the dependent children's department and the superintendent of the board. The director felt that most of the members of her staff were not sufficiently trained nor experienced to be intrusted with the preparation and execution of a complete program for any child and, under the present circumstances, they were expected to carry out instructions according to the plans developed in the office.

It was believed that such a procedure not only prevented any embarrassing relationship between visitor and foster parent from developing, but protected the visitor from the responsibility of making her own decisions in any questions that might arise. If a foster mother should question a visitor's friendship for her, in connection with the carrying out of the plan for a child, the visitor's protection was that she was carrying out the orders of the office. As a further precaution the visitors were warned against accepting small favors from foster parents.

Acquaintance of the visitors with the child and his individual problems was in many instances inadequate. In the counties where the same field worker was expected to carry all the work in her county the visitors had considerably more information regarding the children and manifested more concern for them than visitors assigned first to one territory and then to another. Every visitor in the office knew practically every child in at least a casual way, and those who had called most frequently knew them well. There was often considerable interchange of gifts at Christmas time between the visitors and the children whom they knew well.

Every child was well known by the executive staff, and the bond of sympathy and understanding between the children and the superintendent, as illustrated by letters covering long periods in almost every case record read, was as remarkable as it was valuable to the children. This direct and continuing contact between the children and the superintendent did much to reduce the loss to the child which resulted from the changing personnel in the supervisory field staff.

The length of service of the executive staff of the board of children's guardians has been of great value to the children whose care the State has assumed. Children deprived of parental care often develop marked personality difficulties. These often result in delinquency if what in the mind of the child serves as a substitute for parental care is not provided. An organization can not supply this except as its staff is able to make the children feel they have an abiding interest and concern for their welfare and happiness. The superintendent had done this in a remarkable way. The way in which they expressed the simplest thoughts and their childish feelings through their letters to her was concrete evidence of a valuable relationship.

The records of the board showed that of their wards 1 girl had been committed to the State home for girls during the fiscal year 1923–24, and that 3 boys had been committed to the State home for boys in 1923–24 and 6 boys in 1924–25. The case supervisor in the division of parole and domestic relations of the New Jersey State Board of Control could remember no case of a ward of the State board of children's guardians who had become an unmarried mother and further stated, when discussing cooperation with the State board of children's guardians, that the matter had not received a great deal of attention because so few wards of the board became delinquent.

Although the board could not officially use any private agency for the supervision of its families or delegate its power to them, such agencies on many occasions reported informally on the family situation, particularly with reference to birth or death, illness, and employment. Occasionally the board had asked that the private agency referring the family for commitment continue to supervise and report, realizing that the private agency, having original contact, had the family's confidence. This was particularly true of the Bureau of Social Service of Newark and the Children's Aid and Society for the Prevention of Cruelty to Children of Essex County. In all other cases the State board of children's guardians did its own supervising, endeavoring to visit each child every three months.

EDUCATION

When school was in session each supervisory visit to the child included a visit to his school. Written reports were received from school teachers or principals, or both, each month, on cards furnished by the board (see forms in appendix, p. 138.) On the one sent at the end of the term advice was requested regarding the child's promotion. At the beginning of each school year, a record of the previous year was filed in the child's case record.

The board endeavored to give its wards a good elementary education. It permitted children who were boarded with their own mothers to go to work when they reached the legal working age. Children in foster homes were required to attend school until they were 16 years of age. At the time of the study of the children over 14 years of age in foster homes and institutions under care of the board 59 were in the primary grades, 282 in grammar school, and 48 in high school. Of those under 14 years of age 919 were in primary grades, 351 were in grammar school, and 2 were in high school.

The board encouraged but did not require families to send children to high school. If a child was 16 and in the eighth grade the board did not sufficiently encourage further schooling, even when there was another reason for retardation than mental ability. If the child was already in high school when he became 16 the family was urged to allow the child to complete his high school course. Children were expected to be self-supporting at the age of 16.[12]

In order to adjust properly the school situation brought about by the number of children placed by the State board of children's guardian in rural districts in which they did not have legal residence, legislation was enacted specifying that any school district in the State having school pupils who were inmates of charitable institutions or were receiving board and maintenance in a private residence or residences located in the district at the expense of any public body, organization, or institution, should be apportioned $25 a year for each such pupil.[13]

Little attention was paid by the board to their gifted or promising children. The population of every child-placing agency includes many of low mentality whose future requires careful planning. When a gifted child does appear the organization should feel itself not only fortunate but obligated to the child and to the community to give him every opportunity to make the most of his talents. In the course of the field work of the study several very promising and ambitious children were encountered for whom what might be called reasonable provision had not been made. One girl, whose schooling had ended with the eighth grade because of a misunderstanding of her mental capacity, was writing some very acceptable poetry; another young girl in the first year of high school was enthusiastically determined to enter upon a career of journalism; an ambitious young boy hoped to become an engineer. At the time of the study the board was beginning to make plans for college or university training for its wards. Tuition scholarship and opportunities to earn part of their expenses should make attendance at college possible for an increasing number.

RECREATION

It was the policy of the board and the opinion of the director of the dependent children's department that children in foster homes should have the same recreation in amount and kind as did the foster family's own children, and it encouraged a generous amount of recreation for its wards. It insisted that no distinction be made between the foster children and other children in the neighborhood. It encouraged families to give spending money to the children. The board had no special fund for reimbursing the family for such payments; they were made out of the funds paid the family for the care of the child. In the field study it was found that most of

[12] The New Jersey school attendance law required children between the ages of 7 and 16 to attend school or receive an equivalent instruction elsewhere unless a child over 14 had been granted an age and schooling certificate and was lawfully employed. Age and schooling certificates were issued only to a child over 14 who had completed a course of study equivalent to five yearly grades and who was able to read intelligently and write legibly simple sentences in English and who was able to perform the work on which he or she might be lawfully employed. (N. J. Laws of 1914, ch. 223, as amended by Laws of 1919, ch. 35.)

[13] N. J., Laws of 1925, ch. 209.

the foster parents were providing children with spending money in amounts from 25 to 75 cents a week, the usual amount being 50 cents, and that this was used for attendance at the motion pictures or the purchase of playthings, such as marbles, dolls, or sewing materials. The children were taken to the seashore, and to neighboring lakes for swimming and other water sports; many children had library cards and were using them regularly; and almost all children were members of school clubs, if there were such in the schools they attended. In the course of the visits made by the representative of the Children's Bureau several instances of pretty parties given by foster mothers for children were noted.

CLOTHING

The child went to the foster home in whatever clothing he had on, no matter how bad it was. Usually children coming from almshouses were provided for better than those coming from their own homes, because they were given some new clothing at the almshouse. Children committed by courts from homes of unfit guardianship were usually in the worst condition. Emergency outfits of clothing were mailed from the office after placement, within the week, according to the child's age and the description given by the visitor who placed the child and requisitioned by her on the day of placement, but even so it was sometimes necessary to keep the child home from school a day or so until his clothing arrived. After the first complete outfit of clothing was sent such additions as were necessary were made at the foster mother's request, up to the time of the semiannual allotment. Twice each year, in April and in August (that is, in time for the summer and winter seasons), a complete clothing equipment was sent to each child in a boarding home. In free homes a complete outfit went with the child, and thereafter the family was expected to outfit the child, with the approval and under the supervision of the board.

When the foster mother preferred to make clothes for the child, the office supplied materials purchased by the buyer and allowed her to make them as her taste and interest dictated. All clothing was chosen and purchased by the buyer, according to the prices submitted to the clothing committee, and the samples and prices approved by the committee were in her hands. (See p. 14.) She bought for individual children, according to the article and price, only from the firm with which the board had made agreement. Packages were sent by the merchant by mail directly to the foster mother or the child. Any returned merchandise was sent back to the store and credited to the board. The buyer checked all bills and turned them over to the auditor for payment. Shoes were stamped by the merchant with the date on which they were sent from the store.

Very often the buyer took the child with her to purchase clothing, particularly in the cases of older boys and girls and those who lived in the vicinity of the office. In other parts of the State, if a child had difficulty in being fitted or if the foster mother preferred to purchase the clothing for the child herself and she was known to the office as a competent and discriminating person, a price list was sent to her and she was permitted to do her own purchasing.

In order to prevent wastage and misuse, the social investigator was expected to check up on the condition of clothing, on the laundering and mending, and on the household care. In addition, schools were encouraged to report any unsatisfactory appearance on the part of a child.

The board was generous in its provision of clothing and had it of as good quality as was consistent with the funds at its disposal, believing that good clothing made for self-respect on the part of a child and helped to cure many social difficulties and prevent others. Selection of uniform designs or colors was definitely forbidden. It was not expected that anyone would be able to point out a child as being a ward of the State board of children's guardians because his clothing was of a definite type.

The board always supplied graduation and confirmation outfits, consisting, for girls, of a white dress, white stockings, and either patent-leather shoes or white shoes, with an attractive hat and a good coat. Often foster parents preferred to furnish these special outfits themselves, and if the organization was assured that the foster mother's taste could be relied upon, this was not only permitted, but encouraged. When foster parents purchased such articles they sent the bill to the board.

For all the children in boarding homes seen during the field study, the supply and quality of clothing on hand were satisfactory. Though the general plan for the type of clothing and for its purchase was admirable, children's hats and gloves, hair ribbons, neckties, handkerchiefs, and other small articles might be purchased to a greater extent in local neighborhoods by the children themselves under the direction of the foster mother or the visitor, or both, as a part of the education of the child. In some instances this was being done.

THE ECONOMIC STATUS OF THE CHILD

Although a few children between the ages of 10 and 14 were placed in free homes, it was the general policy of the board to pay for the board of the children under 14 years of age. In all foster homes, children over the age of 9 or 10 were permitted to do small services in the home, but no child was expected to do more than this until he was 14 years of age and then only before and after school. Any normal child at the age of 14 was placeable in a free home, if the home was available. Feeble-minded or difficult children or those suffering from orthopedic defects were continued in boarding homes or in institutions to any age up to 21 years. Usually some disposition took place before the age of 21, either permanent institutional custody or care by a relative. If a child in a free home continued in school after the age of 16, he was expected to work for his board and room. The amount and kind of work he could do was to be determined on the basis of the recommendation of the visitor. The payment agreed upon was never less than $10 a month plus clothing for the boys on farms. Girls (both negro and white) in homes at domestic service usually received $5 to $10 a week, with or without clothing. Boys living in homes that were not on farms usually found outside employment, according to their own taste and choice and then paid for their board an amount agreed upon by the visitor and the foster mother. The family was expected to keep account of

the child's earnings and expenditures and to report to the office his savings and the place of deposit. Some question existed in the minds of members of the staff as to whether the wages paid the children were sufficient in view of the present wage rate.

On the other hand the right environment and home life is the most important consideration and there is always the danger of too great demands being made for children still in early adolescence if the boys were put upon the same wage status as other farm laborers or the girls upon that of household workers. This question is one requiring careful, individual adjustment. Every family was encouraged to give the child an allowance in accordance with that given to its own child.

In practice in all free homes, money was paid for the service rendered by the children over 14 years of age. This money was sent directly to the office and given to the children on their final release. The story was told of one negro boy who, after graduation from high school, had earned enough to have $600 in savings and $400 invested in railroad stocks on his discharge. At the time of this study 98 individual accounts, ranging from $4 to $589.82, covering the earnings of 98 children, making a total of $5,250.65, were in banks in the names of wards of the board. In addition 18 insurance accounts covering 43 children for amounts of life insurance ranging from $59.09 to $711.99, had been collected by the board for children committed to them. The total of this insurance account was $4,911.15, and, in addition, two accounts of workmen's compensation had been collected for two children totaling $139.39. These various accounts showed that the board had on hand $10,301.19 payable to its wards on discharge.

DISCIPLINE

It was an inviolable rule of the board of managers of the State board of children's guardians that no corporal punishment of any sort could be given its wards and this ruling included foster parents as well as employees of the board. Foster parents were always instructed that corporal punishment was not permitted and that most forms of so-called punishment were not approved. The board allowed a family to deprive the child of a privilege, such as a party, motion pictures, or special games, so long as this deprivation did not extend to school or church attendance. They did not permit standing for long periods in the corner, standing in fixed positions, or any form of physicial torture. They did not permit sending to bed without supper, but they would permit a child to be put to bed in the middle of the day so long as it was not done frequently. The board insisted that the punishment should bear some relation to the transgression. They objected to any punishment that excluded a child from attending school functions, club meetings, or dances, in that it was too severe and damaging to the self-respect of the child to have to explain to his schoolmates why he was not present. With such general instructions the foster parents were permitted to choose their own forms of punishment. Instances had been brought to the attention of the board of mistreatment of children by foster parents. Only two such cases had been known to have occurred in the 25 years the State board of children's guardians had been in existence.

The policy of legal action for mistreatment had been followed. In one case the board filed a complaint of assault and battery against the man (this was a case of the punishment of a boy by a man) and the matter was taken into the local court by the board of children's guardians. Judgment had been awarded and was in the form of a fine.

When a child, a neighbor, the school, or any interested person reported abuse an immediate investigation was made, and if the report was substantiated action was taken. In the reading of case records it was noted that two instances of abuse reported were investigated the following day and in one case a foster mother wrote, immediately upon the receipt of a child, asking that some one call on her at once to see and advise with her regarding a mark on the child's body that she had found when she undressed him for a bath.

The board reported no difficulty with institutions in which children were placed on account of punishments administered.

In school discipline the board objected seriously to the child being singled out as a board of children's guardians' ward. Occasions had been reported on which school teachers had announced, before a class, that the child who had transgressed "would be reported to the superintendent of the board of children's guardians." The board had taken strenuous measures to stamp out such an attitude of mind on the part of school-teachers and principals and to educate them to the social significance of the presence of the board of children's guardians' children in their classes.

CONTACTS WITH THE CHILD'S OWN FAMILY

Some families paid board for their children directly to the board of children's guardians. This was voluntary, however, as the board had no plans for collection, inasmuch as the county paid all bills for children committed through the courts and the poor district for those committed through overseers. If the overseer of the poor had reason to believe that parents could pay board, he and not the board of children's guardians was responsible for collecting these funds. A court order entered against the parent was enforced by the probation officer of the court and the collections paid directly to the county treasurer, except in Newark, where funds collected were sent directly to the board of children's guardians and credited to the city.

A child was encouraged to keep in touch with his own family by letter, but all correspondence came through the office. Where parents or others paid for a child's care they might be permitted to visit him in the foster home after arrangements were made by the office with the foster parent. There was no office plan nor a printed form to explain to the parent his rights and responsibilities regarding the placed-out child. If he wrote to the office he was informed how he might see the child. Parents were encouraged to write to the office about their children or to send letters for their children to the office for remailing. Children wrote to all their relatives through the central office, including letters passing between brothers and sisters placed in foster homes. Sick parents were given much freedom in communicating with their children and opportunities

for seeing them were made. For example, when parents were in a hospital the nurses from the hospital visited the children and reported to the parents. Sometimes meetings were arranged in the board's office for family groups. Often the board arranged for photographs of children to be taken in their new environment and sent to the parents, particularly when these would be a comfort and reassurance to a sick mother. Sometimes parents sent money asking that photographs be taken when for some reason they were not able to visit their child.

DISCHARGE AND AFTERCARE

It has already been explained that because of the distribution of work in the dependent children's department there was little probability that the same person who made the original investigation would make the investigation for the discharge of the child to his home; it depended entirely on the assignment of work for a particular week.

Requests for the discharge of a child from care of the board came from the parent or relative, never from the court and rarely from the agency responsible for the original commitment. In case an agency did request a discharge it was suggested that the parents themselves make application. Children committed at the instance of private agencies for definite periods of care were returned at the request of the parents after investigation by the State board of children's guardians and without consultation with the referring agency except in difficult and involved cases when the family had been a serious problem to the private agency before the commitment of the child. Families were supervised, usually for a year after the children were returned to them and then, if conditions were satisfactory, children were discharged to the parents by resolution of the board upon the recommendation of the superintendent. Under its interpretation of the law the board of children's guardians made its own investigation after commitment and before discharge; it could not use other agencies for this service. The court that originally committed a child to the board was not notified of his discharge, nor in most cases was the court consulted about discharges. Approximately 80 per cent of the children discharged each year were returned to parents or other relatives.

In a study of the reasons for the discharge of dependent children committed to the State board of children's guardians from Essex, Mercer, Monmouth, and Burlington Counties during the period from April 1, 1920, to March 31, 1925, it was found that of the 1,045 children received, 230—133 boys and 97 girls—were discharged prior to April 1, 1925. The ratio of discharges to the total number received, that is, 133 boys out of 568, and 97 girls out of 477, was about equal for both sexes.

The percentages of boys and girls finally returned to the guardianship of their own families were nearly equal. In this connection it is interesting to note that the 23 children adopted during this period had been committed from Essex County. Table 5 shows the reason for the discharge of children committed to the board of children's guardians for placement in foster homes. Of the 30

boys included under "other," 12 died, 9 were discharged to the courts, 4 were transferred to some institution or agency other than by court commitment, 4 were discharged for other causes, and 1 reached his majority. Of the 18 girls, 7 died, 5 were discharged to the courts, 2 were married, 1 was transferred to an institution, and 3 were discharged for other reasons.

TABLE 5.—*Reason for discharge of boys and girls committed to the New Jersey State Board of Children's Guardians*[1] *and discharged by the same board; Essex, Mercer, Monmouth, and Burlington Counties, April 1, 1920, to March 31, 1925*

Reason for discharge	Boys		Girls	
	Number	Per cent distribution	Number	Per cent distribution
Total discharged	133	100.0	97	100.0
Returned to own family	57	42.9	43	44.3
Placed with relatives	31	23.3	28	28.9
Adopted	15	11.3	8	8.2
Other [2]	30	22.6	18	18.6

[1] Includes children placed in foster homes and institutions.
[2] Includes those who were released to the courts and those who died or who were married.

At the time of a child's commitment to the board of children's guardians the parents were advised by the superintendent that the board would consider an application for the return of the child and would investigate their home when they had reconstructed a normal and proper home and were morally and financially able to care for the child again. It was the policy of the board to return a child to his parents when upon investigation it was found that they were able to care for him, and the superintendent was instructed to follow this policy in all cases. The record of discharge to parents and relatives and the small number of recommitments to the boards show that the superintendent had succeeded in great measure in carrying out this policy.

The board of children's guardians had no plan for developing the local cooperation which would make available to the mother help in reestablishing her home. The beginning of such cooperation was being developed by the assistant director of the division of parole and domestic relations of the department of institutions and agencies but this work had not been integrated with the work of the board of children's guardians.

All placements with relatives and final discharges of every type went to the superintendent for final decision. If possible, she saw all the persons concerned in her office before the children were permitted to return to their home, even on approval, and usually the appearance of parents or relatives in the office was obligatory before final discharge was entered by the board of managers. When the field staff reported unfavorably upon a family or was not sure that the discharge would be beneficial to the child, or when persistent relatives had not made clear their real relationship to the child the

persons involved were required to appear before the board of managers. Often the board of managers sat in conference for hours with representatives of a family to determine the best disposition to be made of a child, and sometimes went into all the domestic relations of the family. It was the policy of the board of children's guardians that all discharges should be made with such care that the family would never again become dependent or the children neglected. It was felt that the policy of returning a child to his home under supervision before discharge was a great safeguard. Children recommitted to the board after discharge were considered an evidence of failure in the board's first efforts in the interest of that child.

Many families found it necessary to call upon private agencies for assistance or advice not long after their discharge by the board. In almost every private agency whose records were read, examples of this need of further supervision were found. It would be helpful to all concerned if the board made some definite plan of acquainting a local family agency or a children's agency both before and during the process of discharge so that such local resources as existed would be fully utilized.

Plans were on foot in Essex County at the time of the study to hold a board of children's guardian's hearing one day a month. At those meetings all private agencies that were interested in the original commitment of any children would be given an opportunity to share in the formulation of a plan, if any was needed, for the continued oversight of a family after the board of children's guardians had discharged the children.

The following stories are illustrative of the need of more adequate cooperation between the board of children's guardians and local agencies in supervising children after they had been returned to their parents:

The L family lived in Newark. They were Hungarians who had been in America about 10 years, neither of the parents speaking English. The father was a cripple whose irregular employment was the result of drinking as well as of his poor physical condition. The mother had active tuberculosis. At the time that the mother was sent to the State hospital the five children were referred to a private child-placing agency. The four girls—Alice, 12, Mary, 11, Helen, 7, and Lucy, 4 years of age—were placed in a Catholic orphanage. The boy, Joseph—5 years of age—remained with his father who received some assistance from the parish priest.

Alice was a problem from the beginning. Within two weeks she had run away from the orphanage and from the agency office. On the basis of incorrigibility and truancy the agency referred her to the school-attendance officer with a recommendation that she be committed to the board of children's guardians. The board attempted to place Alice but finally allowed her to return to her mother who had gone home from the hospital at the time. No attempt was made by the board during the time that Alice remained with her mother under its supervision to study the causes of her incorrigibility or to enlist any aid from a local agency to provide good influence. After two years of repeated contacts with the court Alice was sent to the State home for girls. A mental examination showed that she was of an unstable personality and was feeble-minded, and custodial care was recommended for her.

A short time after the girls had been placed in the orphanage Joseph was referred to the court on the grounds of incorrigibility, was committed to the board of children's guardians, and was placed in an orphanage. He remained there for 15 months after which time his parents took him home without permission from the board. After nine months at home he was committeed by the court to the city home because of truancy. At the time of the study he was at the city home under the supervision of the board of children's guardians.

The father died of tuberculosis after the family had been under the care of various agencies for about three years. After his death the three younger girls were discharged to their mother from the orphanage in which they had been placed. At the time of the study the mother was working to care for these children. Neither the private child-placing agency nor the board of children's guardians was maintaining any contact with the family, nor was there any evidence that any health agency was supervising the family, in spite of the fact that the mother had had hospital care for tuberculosis and that one of the younger girls had shown evidence of the disease.

The D family first came to the attention of the board of children's guardians on the death of the father. The mother and 10 children were living in the home. The oldest child was 21 years of age and the youngest was a month old. Three boys were working and contributing somewhat irregularly to the family support; the seven younger children were eligible for relief under the act to promote home life for dependent children. The court granted an allowance to the mother.

About three weeks after the granting of the allowance it was reported to the board that Grace, the oldest girl, was pregnant, and that her 18-year-old brother was responsible for her condition. It was known at the time of the granting of the allowance that the mother had been in the State hospital for the insane for nine months about two years before. After some delay the mother and six of the younger children (all except the baby) were given mental examinations. The mother and four of the children were diagnosed as feeble-minded, and custodial care was recommended. The mental condition of Grace was questioned, and one child was considered a border-line case. As a result the allowance was revoked and all the children except Grace were committed to the board of children's guardians under the dependent children's act. Four of the chilren were placed at the State school for the feeble-minded at Vineland and one (the border-line case) was placed in a boarding home.

After the birth of her baby, Grace returned with the child to her mother. At the time of the study the household consisted of one son and Grace, who were the wage earners of the family, the mother and the two babies for whom the mother assumed entire responsibility. Although the mother's baby was a ward of the board of children's guardians and the mental capacity of the mother was well known, no plan had been made for medical supervision of the children nor for supervision of the mental hygiene of the family. The family was living in a community where such supervision was available.

Mrs. K was an inefficient, over-sensitive woman, unable to plan herself, and unwilling to cooperate with social agencies in caring for her four children. Her husband died during the influenza epidemic of 1918, and a short time after she was granted an allowance under the act to promote home life for dependent children. The three younger children were undernourished and neglected. The mother had no control over her children and they attended school very irregularly. The children were brought into court on a charge of truancy and the mother was charged with failure to control, but no action was taken. The family lived in two dirty and untidy rooms, and the mother was very indifferent to the situation.

At 16, the oldest boy left school and his small earnings and the few dollars a week the mother earned constituted their only sources of income in addition to the allowance granted by the board. For several years, before and after the husband's death, a local family agency and the community nurse had tried to help the family but their efforts seemed futile. No attempt was made by the board to plan with these agencies for the provision of an adequate budget, which might have been possible if the aid of relatives had been enlisted.

After about two and one-half years the allowance was revoked and the children were committed to the board under the dependent children's act. When the children were sent to the almshouse as the first step in their commitment relatives were found who were able and willing to take the children into their homes. After a few months they were returned to their mother on probation under supervision of the board. Meanwhile the mother had found a satisfactory home, two boys were working regularly, and the whole situation had improved greatly.

No transfer of legal guardianship was made until the age of 21 of wards of the State board of children's guardians transferred to the State hospitals for insane, or institutions for the feeble-minded or for epileptics. During their minority these children were placed by the State board of children's guardians without supervision, but the parental responsibility remained with the board of children's guardians. The board was to be notified of illness and of death and its consent was required for operations. The institutions provided clothing for these wards.

Admission to the State homes for boys and girls and to the State prison was by court commitment only, and the legal custody of the State board of children's guardians was terminated when a child was committed to these institutions. When a child from any of these institutions was returned to his family he was supervised by the State division of parole and domestic relations, and no matter how young he might be, no transfer of guardianship was made back to the State board of children's guardians. If he was one of a family the rest of whom were in care of the State board of children's guardians, both the parole division and the State board of children's guardians continued to supervise the family.

A plan was under consideration at the time of the study by the department of institutions and agencies which would prevent duplication in supervision by the board of children's guardians and the division of parole and domestic relations, and which would utilize the board's experience in dealing with the younger children especially and the division of parole's technique in handling delinquency problems.

CONCLUSIONS

The State of New Jersey is fortunate in the standards for child care set up and maintained in the dependent children's department of the State board of children's guardians. Understaffed as the organization is at the present time it is giving the essentials of good care for children. A better and more adequate staff of investigators is necessary if the devotion and untiring energy of the supervisory staff is to be conserved and utilized for the future growth of the organization along right lines, and certain changes in organization are needed. With these ends in view, the following suggestions are made with reference to work of placement and supervision of children in institutions or foster homes:

1. Education is only one of several standards which should be set up for the professional staff. The educational standards should be raised in New Jersey. The progress made during the last decade in the profession of social work and in the development of professional schools for the technical training of the social worker, makes it now possible to recruit a staff from among persons with training and qualifications not available 20 years ago. The requirement of high-school training with an alternative of "two years' high-school training plus experience in social-welfare work or work of a closely allied nature," is an inadequate educational equipment for the work required by the State board of children's guardians in connection with its care of children away from their own homes. It should be possible to fill vacancies or new professional positions created with trained personnel. To require a college degree or its equivalent and

to give preference in salary standards to those who have had, in addition to a college education, training in a professional school of social work of recognized standards, or case work in a recognized agency under professional direction,[14] is now the practice of many of the public and private agencies. Opportunities for special training through attendance at State and national conferences, lectures by leaders in social work, and cooperation with schools of social work in providing further training opportunities for staff members are possible.

2. The plan of geographical assignment of the staff which has been begun should be carried much further. The present method of weekly assignment of staff workers has a basis in economy of time and of labor. On the other hand, it is quite impossible to expect every member of the staff to be so well informed about the family history and intimate details of every child coming under the department's supervision, that she can be sent out on a moment's notice to do intelligent case work. In the field work of this study a marked difference was noted in the understanding of the family problems of the children called upon between the worker who was limited in her territory and had the same children constantly under supervision and the one who was sent to any section of the State.

3. The transfer of the care of children boarded with their mothers from the dependent children's department to the department administering aid to children of widowed mothers is recommended (see p. 120). This would leave the dependent children's department free to concentrate upon the care of children placed in institutions or in foster homes.

4. The health program should be reorganized under the general direction of a pediatrician or pediatrics committee and a trained public-health nurse should be employed to assist the foster parents in carrying out the recommendations of the doctor, particularly in the case of infants and children of preschool age.

5. With assignments on a geographical basis the general work of the dependent children's department should be functionally organized in divisions with a director in charge of each. This would make three major divisions of the work.

A. Investigation and rehabilitation: The division of investigation and rehabilitation should concern itself with all the facts regarding a family before a child is placed or immediately thereafter, and should continue its efforts to put the family on its feet, planning the earliest possible discharge of the child. In long-time placement this division would make a reinvestigation of the family every six months. Plans would be worked out for cooperation with county units, such as is being undertaken at the present time in Essex County. In such counties as Essex, Hudson, Monmouth, and Mercer, and all others where well organized social agencies exist or can be brought into existence, the board should work in close cooperation with these agencies.

B. Homefinding: A division of homefinding should be established, having in addition to the director at least three staff members who devote their entire time to the finding, certifying, and recording of

[14] See discussion of civil service in New Jersey in Child Welfare in New Jersey, Part I, by William J. Blackburn (U. S. Children's Bureau Publication No. 174, Washington, 1927, in preparation).

foster homes. It has been the experience of other placing agencies that only by efficient organization to discover available homes can sufficient supply of the right kind of homes be kept on hand at all times.

C. Supervision of children in foster homes: A division with a director and a sufficient staff assigned to geographical districts, would make possible development of closer relationships between the visitors and the children and better case work with the children. It is not believed that the fine relationship which has been developed between the superintendent of the board and the children would be jeopardized by the strengthening of the contacts with those immediately responsible for the children's welfare. At present the legal minimum of at least one visit every three months is not complied with. The average number of visits a year should be much greater than four. More frequent visits would enable the board to give much greater assistance to the foster parents in meeting conduct and other problems so that transfers to predelinquent institutions would be less frequent.

4. Arrangements should be made for the services of specialists in psychological and psychiatric work. This is especially important in view of the large number of defective and problem children under the board's care. Help in habit formation and conduct problems could be given the foster parents by these specialists, and no doubt some transfers from one foster home to another home or to an institution could be avoided.

5. Increased office space and clerical staff so that more adequate record keeping might be possible will be necessary if the professional staff is enlarged.

6. Education of the public as to the problems of dependency should be carried on to the end that the proportion of commitments of children by overseers of the poor may be reduced and poor officials and judges may be informed concerning developing standards in the field of child care and methods by which family life may be preserved and unnecessary commitments avoided. In 1924 of all commitments to the board 54.1 per cent came through the overseers and only 45.8 through the juvenile courts, although the latter method is much to be preferred and avoids the "almshouse route."

7. Cooperation in those counties doing a substantial amount of public case work and encouraging counties to improve their service to all children, as well as those dependent upon the board of children's guardians, should be a part of the responsibility of the board.

THE WORK OF THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS WITH DEPENDENT CHILDREN IN THEIR OWN HOMES [1]

CHILDREN BOARDED IN THEIR OWN HOMES UNDER THE DEPENDENT CHILDREN'S ACT

The work with children boarded in their own homes was handled by the dependent children's department.[2] The department was organized for child care and had found it impossible with the burden of work that was carried to develop the special technique required in family case work.

Any mother who has a five years' residence in the governmental unit in which she is living and whose children are for any reason dependent is eligible for relief under the dependent children's act. (See p. 5.) Various reasons existed for dependency in the families whose records were studied—death, physical or mental incapacity, desertion, or imprisonment of the father.

Children might be committed to live with their own mothers even if the father was temporarily ill or unemployed. During such a time, which might last one or two years, board was paid to the mother, and clothing, medical care, and milk were provided. The board kept in touch with the facts about the father's condition but took no responsibility for his treatment nor did it make a plan for his future—such as finding work for him or referring him to a social-service bureau. In many such cases the father was permanently incapacitated, but the board was not in possession of sufficient facts to know how many of these families would continue dependent. When a father recovered and returned to work, which because of the long period between visits of supervision (supervisory visits were made once in three months) was usually reported by neighbors or the organization initiating commitment, the board verified his earnings and the length of time employed and continued to board the children for one month after his return to work so that the family would have an opportunity to get on its feet. At the end of that time the payment of board was discontinued, but the family was supervised for six months or a year longer. If the situation was satisfactory at that time the family was officially discharged.

On July 1, 1925, the dependent children division had under care 412 families where children were being boarded with their own mothers, and 169 families where children were placed with their mothers without payment of board. These last were for the most part children for whom board had been paid in the past, and the relief being no longer necessary the family was kept under supervision until it was assured that they were able to look after them-

[1] This section of the report on the work of the New Jersey State Board of Children's Guardians was written by Florence Nesbitt.

[2] For a description of the organization of the dependent children's department and its plan of work see pp. 17–20.

selves. Of 129 families committed in 1922, with board paid to the mother, 110 were still under care in 1925. During the period from July 1, 1924, to June 30, 1925, there were 119 children placed at board with their own mothers—112 for whom board was being paid and 7 without board under supervision.

METHODS OF COMMITMENT

The children came into care of the board in the following ways:

(1) A dependency petition might be filed in the court of common pleas or the juvenile court, and the judge might commit the children to the State board with the recommendation that the children be boarded with the mother. The petition was filed by the mother herself, usually under the direction of an organization for family welfare or a social-service worker in some other field. In some instances, however, the mother had learned in some other way that this solution of her difficulties was possible, and had obtained the help of a lawyer in making out the papers.

(2) Any overseer of the poor might commit a family with children to the almshouse which automatically placed them in the care of the State board. In doing so he might recommend that the children be left with the mother and that board be paid for them. In these cases the family was sometimes received at the almshouse, entered upon their books, and immediately returned to their home. In other cases the papers only were sent to the almshouse; it was not necessary that the children become residents there in order to become charges of the State board. If the county had no almshouse, the overseer might commit direct to the State board. Fortunately it was not mandatory on the State board to accept a commitment to board children in their own homes if it felt that the mother should not receive board for her children. One such commitment was made in April, 1925, by an overseer who said it had been requested by the mayor by whom he had been appointed. The State board found that the grandmother of the children had large holdings of property and was amply able to help the mother with their support, and refused to accept the commitment.

(3) If it was found that a family receiving a grant under the "act to promote home life for children" could not get along on the money that could be allowed under this act, the grant might be revoked by court order and the children brought back under dependency petitions. The judge then recommitted the children to the State board with the recommendation that board be paid to the mother for them. Sometimes the judge himself recommended the change when something happened in a family to bring it to his attention. One mother, who had been receiving mothers' aid for three years, gave birth to a child out of wedlock. This was brought to the attention of the judge, who felt that the mother would have a better chance with the more adequate relief afforded by having her children boarded with her.

Children were boarded in their own homes in only 12 of the 21 counties of the State. The total number of such homes outside Hudson and Essex counties was negligible—only 26 in all.

The following table shows the number of children boarded with their own mothers or placed with their own mothers without pay-

ment of board, and the number of families in which these children were placed, by certain counties in New Jersey on July 1, 1925:

TABLE 7.—*Number of children boarded with their mothers or placed with their mothers without payment of board by the New Jersey State Board of Children's Guardians and the number of families in which these children were placed, by certain counties in New Jersey, July 1, 1925*

County	Children placed with their mothers—		Families in which children were placed—	
	With payment of board	Without payment of board	With payment of board	Without payment of board
Total	1,319	338	412	169
Bergen	21	3	7	2
Camden	6	11	2	5
Cumberland	2		1	
Essex	495	90	143	40
Gloucester	2		1	
Hudson	744	205	243	111
Mercer		1		1
Middlesex	3		1	
Monmouth	20	22	6	7
Morris	2	2	1	1
Passaic	17	3	5	1
Sussex	3		1	
Union		1		1
Warren	4		1	

PAYMENT OF BOARD

The board for children in their own homes was paid by the county or by the governmental unit of the overseer of the poor who made the commitments. When a child became a county charge through commitment to the almshouse (see p. 68) the county paid the board, but if the county had no almshouse the governmental unit of the overseer of the poor was compelled to pay. This affected the procedure of the overseers, who were appointed by the executive officers of their municipality, borough, or township and were responsible for all expenses incurred for its dependents, and the tendency was for an overseer to be willing to commit a child in a way that would cause the county to pay the board rather than his own governmental unit. In Monmouth County, which had no almshouse, no commitments had been made by the overseer of the poor during the five years preceding the study. Such commitments as had been made were made by the county judge, in which case the county paid the board.

On the first of each month the State board rendered a bill to each county or other governmental unit for board for the children on the boarding list. The county sent a lump sum to the board which was then checked out to the mothers. The checks were sent once a month by mail. The check covered board for each child at the rate of $3.50 a week. In addition, clothing was provided, bills for dental and medical work were paid, and milk was sent to infants and to other children if recommended by a physician.

If a family was committed to the State board during the first part of July, the board for the children would be placed on the bill sent out on the 1st of August and by the middle of that month

the mother would have received her check. The department estimated that about six weeks was likely to elapse between the time of commitment and the time payment was received by the mother.

Local family agencies cooperated with the board of children's guardians by assisting a large number of families where children were boarded with their own mothers until the receipt of the first check from the board. In most instances these agencies had been subsidizing the families previous to commitment and had initiated commitment. The outstanding example of cooperation of the family agencies of New Jersey with the State board of children's guardians was that of the Hudson County Tuberculosis League, the family division of which supplied the board with the money with which to support a family until the first month's check was received from the county. When the family for whom this check was received was discharged from the care of the board of children's guardians, the Hudson County Tuberculosis League might suggest the replacement of another committible family. If this suggestion was not forthcoming within a week, however, the board of children's guardians assumed the right to use the money for some other family committed by the same method and under similar circumstances elsewhere.

The fund from which this money was paid was started by gifts from a friend and a member of the State board, but had developed to its present proportions—nearly $12,000—largely through the efforts of the Hudson County Tuberculosis League.

A half year's supply of clothing for each child committed was sent out immediately upon receipt of the commitment.

INVESTIGATION OF THE FAMILY SITUATION

Before the family came into the care of the State board some sort of investigation of its situation had taken place. If the commitment had been made by a judge, enough evidence had been presented to him to cause him to believe that the children were dependent. If the commitment was made by the overseer of the poor, he had almost always made some investigation before committing them to the State board.

Immediately upon receipt of the commitment of a child to board with his own mother the dependent children's division make a record of placement and set about making an investigation of the home within 30 days after the commitment. If some social-service organization had been responsible for the commitment, it was asked for a summary of its contact with the family. The births of the children and the death of the father, in widows' cases, were verified from public records. The marriage of the parents was not always verified. All relatives within reasonable distance were consulted by the agents. Those living at a distance were often interviewed by local societies for family welfare. Every child was examined by a physician who filled out a form report on the physical condition and made recommendations for treatment (see forms in appendix, p. 131).

The following sample investigation will show the form in which it was written and the ground usually covered:

November 21, 1922, order committing Mary, Angelina, James, Harry, and Joseph was received from Judge ——, B County. Letter was inclosed from Mrs. M B, overseer of the poor of M, sending a check amounting to $77.50 in payment for the first month's board for the children with the mother. Children were placed boarding as of November 3, 1922.

December 11, 1922, investigated by F L, social investigator.

Report of juvenile court.—Investigator called at the B County juvenile court and took the following information from the commitments: These children are dependent.

Report of tuberculosis clinic.—The father of these children is tubercular and has been at the sanatorium at O since May 6, 1922. He has been a conscientious, hard worker. The mother and children have never been examined.

Report of tuberculosis hospital.—Investigator called at tuberculosis hospital at O and talked with Doctor M. Man has pulmonary tuberculosis. Recovery doubtful.

Report of public-health center.—Investigator called at the Red Cross and phoned Mrs. W, chairman, who said that organization had been supplying the family with two quarts of milk daily since August 22, 1922, and will continue this as long as necessary. The mother is very clean, respectable, grateful, and will cooperate. The family are very deserving.

Children.—Mary, born in M, July 29, 1910. Full term; breast fed; normal birth; midwife. Baptized in St. M; R. C.; verified. She has received communion and was confirmed. Attends parochial school, sixth grade. Was seen at home. Appears normal; average size. Brown hair and eyes. Has had the measles. Is not insured.

Angelina, born in M, January 9, 1912. Full term; breast fed; normal birth; midwife. Baptized in St. M; R. C. Has received communion and confirmation; baptism verified. Attends parochial school; sixth grade. Was seen at home, average size; normal child. Dark hair and eyes. Has had the measles. She appeared rather pale, but this might have been due to the fact that she had been home all morning with the children, as her mother was out shopping. Is not insured.

James, born in M, January 5, 1914. Full term; breast fed; normal birth; midwife. Baptized in St. J; R. C.; verified. Has received communion and confirmation. Attends parochial school; third grade. Average size; appears normal. Dark hair and eyes. Has had measles. No insurance.

Harry, born in M, December 22, 1915. Full term; breast fed; normal birth; midwife. Baptized in St. J; R. C.; verified. Attends parochial school; first grade. Was seen at home. Is attractive; average size; appears normal. Dark hair and eyes. Has had measles. No insurance.

Joseph, born in M, June 4, 1920. Was seen at home. Was a large, healthy looking child. Has a cough. Information from mother.

Cormac, born in A, October 6, 1921. Was seen at home. Was a large, healthy looking child. Has a cough. Information from mother.

Children were clean, and appeared well cared for.

Mother.—Catherine B (maiden name). Was out shopping when investigator called. Investigator waited the greater part of the morning for her. She speaks no English. Was born in Italy 38 years ago. Is a Roman Catholic. She was employed as a farm hand when she married Joseph C, when 15 years of age. She came to America with her husband about 10 years after they were married and has lived here ever since. Three children are deceased. Has not been employed since her marriage. Was seen at home, where she is living in 3 rooms on second floor of a two-family house purchased by her husband four years ago. Purchase price unknown. There is a $1,000 mortgage, holder unknown, and another $1,500 mortgage held by her husband's cousin. Two rooms are used for bedrooms and the other is a kitchen. Home comfortably furnished and exceptionally clean. The first floor rents for $15. She said her husband was always very good to her, but he has been ill for about a year, and in the meantime she was helped by the overseer of the poor and the Red Cross. She said her health was good, but she does not appear very strong. She received 2 quarts of milk until December 10, when it was discontinued. She does not know the reason. She promised to take the children and have the entire family examined December 14 and a report sent to this office. She is not insured.

Father.—John C, Roman Catholic; 50 years old. Was seen at the B Tuberculosis Sanatorium, O. He appears very feeble, and it was rather difficult for him to talk. He was born in Italy, and came to the United States about 13

years ago. Has taken out first papers. His last place of employment was with a paper mill in A, where he was a laborer, earning $23 a week. Could earn as much as $30 a week with overtime. About 15 months ago he injured his ribs and left shoulder and received $42 from the sick benefit. Said he had never felt well since that time. Claims he is not insured.

Relatives of mother.—John B, father, died, in Italy two years ago; he left a small amount of property to be divided amongst eight children. The mother's share was four lots. Mother stated she would go back to Italy if her husband gets better. This property is at Sussano, in the Province of Salerno. Christine B, mother, died in Italy. Has several sisters and brothers living in Italy under ordinary circumstances.

Relatives of father.—Parents died in Italy, cause unknown. There is no known tuberculosis in the family. Andres J, cousin, Brooklyn; address unknown. Information from mother.

Others seen.—Investigator called at parochial school, and talked with Sister G. Stated that although the children attended the school, she could give no information relative to the family. Catherine M and a neighbor were seen. Stated that the mother is a good woman, needs help, and takes care of the children.

SUPERVISION OF FAMILIES IN WHICH CHILDREN WERE BOARDED WITH THEIR MOTHER

The dependent children's department with the staff it had in July, 1925 (see p. 17), could not give adequate service to families in addition to the extensive child-caring work for which it was organized. The plan followed with the families in its care had developed through its program for work with dependent children. The children boarded with their own mothers were received by the board on the same basis as the ones to be placed in foster homes and so far as possible the same procedure was carried out. The record in both cases was kept in the same form.

Responsibility for finding and bringing back a deserting husband was left with the overseer of the poor by the law. The board helped a mother in making charges against the deserting husband and in arranging details for a court hearing.

Services to the children in regard to health, education, employment, and social relations, were on the same basis as those rendered children in foster homes. (See pp. 35, 54, 55, 57.)

Where there was a question of the mother's moral character, or where the mother showed behavior difficulties of any kind, the field worker had little opportunity to establish the close contact which might help to build character. The judges sometimes committed such families to the State board in order to get the family under their supervision. This was a sincere compliment to the work of the board, but was obviously unfair when an agent could manage no more than one visit to each family in four or five months without neglecting other phases of the work.

That the boarding plan was successful in dealing with most of the family situations was indicated by the small proportion of cases in which it became necessary for the family to be broken up. Out of 646 children placed to board with their own mothers, 37 were removed later to institutions and 39 to foster homes—a total of 76 children (11.7 per cent) who were removed from home for all causes, including illness or death of their mother.

ADEQUACY OF AID

The maximum board being paid for a child was $3.50 a week in cash, plus clothing, doctor, dentist, and hospital bills, and 1 quart of milk daily. The milk for children over 2½ years of age was given only on the order of a physician. The board of children's guardians was not restricted legally from paying a higher rate for board, but because of the many practical difficulties in paying a sliding scale of board, adjusted to the needs of the individual family, the board had set one rate for cash payment—$3.50 a week. Such variations as were made were in the additional bills.

No difficulty was experienced in adjusting the relief downward. If there were four minor children in the family and board and clothing for three was sufficient for the relief of the family, the fourth child was put on the free list. Board and no clothing might be given for one or more of the children in order to adjust the relief to the needs. No way had been devised, however, for increasing the relief, when $3.50 a week for each child, plus clothing, health care, and milk was insufficient. Some of the families were receiving additional relief from public or private agencies. During the month of January, 1925, five families receiving board were given assistance totaling $14 week and 5 quarts of milk daily by the Social Service Bureau of Newark, and three of the same families were given a total of $15 a week by the poor and alms department. Conditions in three of the families receiving additional relief were as follows:

A grandmother over 70, unable to earn, received board for two grandchildren. The poor and alms department gave $5 a week and the social-service bureau $3.50.

A father incapacitated for work by locomotor ataxia and a mother by other illness received board for three children. The social-service bureau gave $6.50 a week and 2 quarts of milk daily.

A mother, whose husband was in a tuberculosis sanatorium, and, who was in a run-down condition, received board for her five children. The poor and alms department of Newark gave $6 a week and the social-service bureau gave 3 quarts of milk daily.

Where the mother was able to do some outside work, she could usually supplement the relief by doing enough part-time work to maintain an adequate standard of living. The mother did full-time work away from home in only one family where the record was studied, and this was for a short period only, during which time she and her children lived with another family.

STANDARDS OF LIVING IN FAMILIES WHERE CHILDREN WERE BOARDED WITH THEIR MOTHERS

In most of the 10 homes visited the standards of living were similar to those in the homes described in which the mothers were receiving aid under the act to promote home life for dependent children. (See p. 110.) The neglect of children through the mother's being away at work was not apparent, however, as in so many of the mothers' aid families and the children were better clothed. Housing, household equipment, and food were similar, and showed about the same range of variation. The clothing provided by the State board was of good quality and attractive, and shoes could be replaced when

worn out. Some difficulty was observed with the mothers who did not speak or write English in obtaining clothing of the right size, and it seemed probable that there was some loss from clothing being neither used nor returned. Few of the mothers interviewed said that they received all the clothing for the children. Some said the "State board is so good, I don't want to bother them," or "I can't ask for too much," and were in the habit of buying part of the clothing themselves. One mother said with some pride that she had never asked clothing for her youngest child although she had been given permission to do so.

Of the children over 14 years of age boarding in their own mother's homes 15 were in the primary grades, 104 were in grammar school, and 22 were in high school; of those under 14 years of age 665 were in the primary grades, 261 were in grammar school, and 2 were in high school.

A general idea of the living conditions observed is shown in the following reports of families visited:

One family consisted of a mother, three girls, 14, 10, and 8 years old, and a boy of 12. The father had died of tuberculosis in 1917, after which the mother had been granted aid under the home life act, supplemented by relief from a private organization until her own physical break down. She went to a tuberculosis sanatorium and the children were boarded in foster homes in the care of the State board. The mother recovered her health in 1919 and reestablished her home, upon which her children (except the oldest girl, who was in a home for crippled children) were placed at board with her. In 1920 the oldest girl, who had tuberculosis of the spine, was sufficiently improved to be sent home.

The mother supplemented her relief by washings done at home, but was not able to do enough to care for her family adequately. In 1923 the overseer of the poor was asked to help and gave $5 a week and coal.

The family lived in three rooms on the second floor of a tenement. The living room and kitchen were large, but the bedroom would barely hold a double and a single bed. The toilet was in the basement and was used also by the landlord who lived on the first floor. The rooms were in good repair.

The living room contained an open bed, a table, and some chairs. The mother and the 10-year-old girl slept in this room, the two other girls in the double bed in the bedroom, the boy in the single bed. The kitchen had a good stove, a gas plate, a dining table large enough for a family meal, and sufficient dishes and cooking utensils in good condition. The mother said that she had spent $25 the winter before for blankets and household linens and had a sufficient supply. Everything was spotlessly clean and in good order. The family was badly crowded, but the mother thought that she could not pay more rent.

The mother said that they used 3 quarts of milk daily and green vegetables and fruit frequently, but not every day, as they could not afford it. The baking was done at home in winter but not in summer. The pantry was so small that little storage of food supplies was possible, though the mother sometimes bought 25 pounds of sugar at a time to get it at a lower price.

Medical care and clothing for the children was supplied by the State board. The children were all neatly and suitably dressed. One little girl wore a heavy coat although the weather was warm, and the mother said that she had neglected to ask the board for a thin coat for her in the spring.

The mother and all the children were under the care of a tuberculosis association which reported that they were doing well.

The relationship between mother and children appeared to be good; it was evident that they consulted each other frankly about everything—even the mother's prospective remarriage. The children sometimes went to play at a nearby park, and they went to the motion pictures about once a week. They did not take a daily paper, but bought a paper on Sunday. The mother placed great emphasis on the religious training of the children and said they went to church regularly.

The monthly income and the estimated budget of the family at the time of the visit were as follows (the deficit was taken partly from funds for coal and partly from the food allowance):

Estimated budget		Income	
Rent	$18.00	Board for children	$62.00
Food (including special diet)	50.00	Mother's earnings	22.00
Clothing (most of it furnished by the board)	[3] 8.00		84.00
Fuel	6.50		
Household expenses	5.00		
Insurance	2.90		
Incidentals	4.00		
	94.40		
	84.00		
Deficit	10.40		

The mother in another family was deserted by her husband and went to work in the factory where she had been before her marriage, leaving her three children in the care of a day nursery. With the help of her brothers she managed to get along, until her health broke under the strain. One day she fainted in the factory. After that a social worker helped her file dependency petitions for her children—two boys, 12 and 10, and a girl 8 years of age. Board was granted for the children in March, 1923.

The family lived in three well-lighted rooms on the first floor of a rear house with a basement in which the children played. A yard between the front and rear houses was large and covered with grass. The house was on a quiet street of good residences.

The living room was small; it was covered with linoleum and had a settee, comfortable chairs, a stand for books and papers, a sewing machine, and a victrola. The kitchen contained a gas and coal range, a dining table large enough for the family, and stationary tubs. In the bedroom were two large beds, in one of which the mother and little girl slept and in the other the two boys. Bed covering, household linens, dishes, and cooking utensils appeared to be sufficient and in fairly good condition. The house was clean and in fairly good order, and except for the crowded sleeping conditions the physical surroundings were good.

The mother worked part time every day except Friday when she worked a full day. However, the children appeared to be adequately cared for in her absence—they went for their lunch to a nursery where they were well known, and they went to play at the nursery sometimes after school, and the woman who lived in the front house looked after them at other times, and the mother said was "like a mother" to them.

The mother stated that they used a quart of milk daily and that the children drank tea and coffee with evaporated cream. They did not eat vegetables, but liked fruit and had apples every day in the winter. They ate meat two or three times a week and eggs frequently. They had cooked cereals in the winter and prepared cereals in the summer. The buying was done in small amounts because of the small space for storing food materials. Coal was bought by the ton.

The mother showed the clothing furnished by the board with great pride, saying that it was better than she could have bought. The garments were excellently cared for. She also had made over some clothing that had been given to her.

The mother complained of nervousness. The children had had some colds in the winter, but she thought that they were well. They were probably somewhat underweight and had the dull pasty color of children who do not have enough milk and vegetables and who drink tea and coffee.

The mother was devoted to her children and their attitude toward her was respectful and affectionate. They went regularly to church and Sunday school, and the boys belonged to a club connected with the church. They had a daily paper and the mother was fond of reading; she took the children to a motion-picture show about once a month. The mother spoke with appreciation of the workers of the State board of children's guardians and of others who had befriended her, and seemed to be on close and affectionate terms with her brothers and sisters who gave her some help.

[3] The clothing estimate includes clothing for the mother and incidentals for the children.

The monthly income and the estimated budget of the family at the time of the visit were as follows (the deficit seemed to be taken from the food allowance):

Estimated budget		Income	
Rent	$21.00	Board for children	$45.00
Food (including extra allowance for undernourishment)	45.00	Mother's earnings	53.00
Fuel	8.00		98.00
Clothing (most of it furnished by the board)	6.00		
Household expenses	4.35		
Car fare	6.05		
Insurance	3.90		
Wet wash	2.50		
Incidentals	5.00		
	101.80		
	98.00		
Deficit	3.80		

A mother with two sons, 17 and 10 years of age, and two girls of 14 and 6, had been granted aid under the home life act in January, 1920. Her husband had died the preceding October. The youngest child had been born two months after her father's death. Until the grant was revoked in July, 1921, and the children committed to the State board by the overseer of the poor with the recommendation that they be boarded with their mother the family had gone through a period of great hardship. The mother had received some help from a sister and some from the church, but had been obliged to work full time in a restaurant, leaving the baby with a neighbor. After receiving the more adequate relief of board for her children it was still necessary for her to work but she could take shorter hours.

The family lived in a three-room "railroad flat" in an eight-family tenement house in a neighborhood of poor residences in a crowded part of the town. The rooms were arranged one behind the other, and only the kitchen and living room had outside windows. The living room was fairly well furnished with a set of imitation leather furniture, a piano, and a sewing machine. The kitchen had a gas and coal range, an ice box, a table large enough for a family meal, sufficient chairs, household linens, dishes, and cooking utensils. The mother with both girls slept in one bed in the bedroom and the two boys in the other bed. One bed was in need of a mattress, although they had sufficient bed coverings. Sometimes someone slept in the living room in hot weather.

The 17-year-old boy was working during the vacation at a neighborhood concern where he weighed and mixed ink. He needed no car fare, came home to lunch, and was earning $16 a week, but he was saving most of this for school expenses in the fall.

The mother said that they used 2 or 3 quarts of milk daily, and that the children did not drink coffee, but drank tea occasionally. They had fresh vegetables and fruit daily, meat three or four times a week, and eggs daily. They had cereals for breakfast every day, of which they were very fond. Food was bought in small amounts because of lack of storage space and coal was bought by the bag because it was stolen if bought in larger amounts.

The mother and the children who were seen were neatly and suitably dressed and clean. The mother was very appreciative of the clothing received from the board.

The mother looked well and said that the children were healthy. The original medical examination when the children were placed on the boarding list of the State board showed that they were in normal condition. They had all had medical attention since that time—one boy had had bronchial pneumonia in 1923, and the State board had paid the physician's bill of $52.

The church connections of the family seemed to be unusually close; the mother did not wish to move out of the neighborhood because it would mean changing churches and she depended greatly upon her pastor. The oldest boy wanted to train for the ministry and it was planned that he should enter a boarding school in the fall, his tuition to be paid by the church. The children had unusual school records. The oldest boy had graduated from high

school in June of that year with grades above 85 in all subjects except English and mathematics (in these he had made 83 and 78, respectively.) The 14-year-old girl had finished the second year of high school; the 10-year-old boy would enter the fifth grade in the fall and the 6-year-old girl the second grade. The mother had worked for 5 years at the same place, and the family had lived for 12 years in the same house. They seemed on good terms with their neighbors and relatives. The mother belonged to a church club and they had a daily paper and a church magazine. They did not go to the commercial motion pictures but to those held in school.

The monthly income and the estimated budget of the family at the time of the visit were as follows (the deficit was probably made up by gifts as living standards except for bad housing appeared normal):

Estimated budget		Income	
Rent	$21.00	Board for children	$45.00
Food	53.10	Mother's earnings	56.00
Insurance	4.70		101.00
Clothing (most of it furnished by the board)	8.00		
Car fare	7.80		
Household expenses	5.00		
Spending money for oldest boy	4.00		
Incidentals	7.00		
	110.60		
	101.00		
Deficit	9.60		

AID TO MOTHERS WITH DEPENDENT CHILDREN IN THEIR OWN HOMES

PROVISIONS OF THE ACT TO PROMOTE HOME LIFE FOR DEPENDENT CHILDREN

The New Jersey State Board of Children's Guardians, organized in 1899, had been caring for homeless children of the State for 12 years before the passage of the "Funds to parents act" in Illinois—the first of the so-called mothers' aid laws to have state-wide application. The work of boarding children with their own mothers (see p. 4) had been performed so satisfactorily that the annual report of the board of children's guardians for 1912 contained the statement: "The New Jersey law has proved sufficiently comprehensive and flexible to allow the payment of board for their own children to certain mothers * * *, thus obviating the necessity of the addition of any mothers' pension law such as has been passed in Illinois." [4]

In 1913, however, New Jersey passed an act "to promote home life for dependent children," under the terms of which payments to certain widowed mothers were permitted on order of the judge of common pleas of the county.[5] The State board of children's guardians was authorized to administer the act. Following are the essential provisions of the act, as amended, under which the board grants aid to mothers of dependent children in their own homes:

Any widow who is the mother of a child or children under 16 years of age is eligible for aid under the act to promote home life for dependent children, provided she is unable properly to support

[4] Report of the New Jersey State Board of Children's Guardians for the year 1912, p. 4.
[5] N. J., Laws of 1913, ch. 281, as amended; see Cum. Supp. 1911–1924, secs. 97–83 to 97–89.

and educate her children, making them liable to become public charges, and if she has resided for five years in the county in which she makes her application for aid. If the mother is dead, anyone who has assumed the responsibility of a mother to the children but who is unable to provide support for them, may petition for relief as the mother would have done had she been living. The petition filed by the mother or other person seeking relief must contain the following information (see form in appendix, p. 139):

1. Name, the date of death of the husband, names of the children, dates and places of their births, time and place of her marriage.
2. Residence, the length of time the mother has been a resident of the State, the length of time she has lived at the present address and other places of abode for the previous five years, including dates when she moved into such residences and left them.
3. A statement of all the property belonging to the mother and to each of her children, including any future or contingent interests which she or any of them may have.
4. A statement of the efforts made by the mother to support her children.
5. The names, relationships, and addresses of all the mother's and her husband's relatives that may be known.

The mother or other person seeking relief is often assisted in making out the petition by a social worker, public official, or lawyer, and the law provides that no charge may be made for such assistance.

The petition is made to the court of common pleas of the county in which the mother has her legal residence, or to the juvenile court in counties of the first class. The State board of children's guardians is charged with the investigation of the petition and must examine into the truth of the facts set forth and file a report of its findings with the court, setting forth in full the results of its investigation. (See form in appendix, p. 141.) If the State board fails to make such a report at or before the hearing of the petition, the court may in its discretion designate any proper society, person, or persons to make the investigation and report to the court, at such time as shall be fixed. In this case the clerk of the court must send a copy of the findings to the State board of children's guardians. The court, however, may refer the matter to a commissioner appointed by the court to hear such witnesses as shall be produced by the petitioner, the State board of children's guardians, or others, and the commissioner must make a report to the court of the facts obtained from such sources.

The grants allowed under the law to a family can not exceed $12 a month for one child; $20 for two children; and $7 a month each for additional children under 16 years of age. The amount granted by the court is paid by the county through the State board of children's guardians.

It is the duty of the State board to see that any widow or other person receiving a grant for support of children is caring for the children properly; that the children are sufficiently clothed and fed; that they attend school regularly; and that they receive proper religious instruction. The law requires that a family shall be visited at least six times a year. (See p. 89.) When any mother or guardian does not care for and educate her children properly, or when she

no longer needs the assistance, the State board must report immediately to the court, which thereupon revokes or cancels the order for support, with or without notice. (See form in appendix, p. 146.) In case of improper guardianship the judge issues an order to commit the child or children to the care and custody of the State board of children's guardians under the dependent children's act.[6]

An interesting provision of the law, which seems never to be used, is that the court in its discretion may direct the medical examination of the petitioner or any of her children and may designate a physician of the county to make such examination. The cost of the examination is to be paid out of the county funds appropriated under the provisions of the act or upon bills approved by the judge ordering such medical examinations.[7]

THE HOME-LIFE DEPARTMENT

In order to care for the added responsibility undertaken in 1913 under the act to promote home life for dependent children, the board of children's guardians established a home-life department, to the organization of which the superintendent of the board gave much time during the first year.

The department was poorly staffed from the beginning, but the work was performed in a highly creditable manner, considering the equipment available. The administration of aid to mothers requires family case work; and although the board was organized for the work of child care only, its staff had been compelled to carry a heavy case load, requiring a different technique with little opportunity or time to acquire it.

The staff in the home-life department.

The superintendent of the New Jersey State Board of Children's Guardians had general supervision of the home-life department of the board, as well as of all its other work. All important questions of policy came before the board. At the time of the establishment of the work for dependent children in their own homes through mothers' aid the board discussed all general policies involved, passed upon forms used, considered changes in the law, and occasionally considered family problems of particular importance. More recently few matters of this kind had been considered by the board, and serious family problems were referred to the judge who made the order for the grant.

One of the two assistants to the superintendent was in charge of the work of the home-life department. On July 1, 1925, the staff of the department consisted of the assistant to the superintendent, who was director of the department, a supervisor, an assistant supervisor, 16 social investigators, and 8 stenographers, typists, and clerks. (See chart facing p. 14.)[8]

The assistant to the superintendent in charge of the home-life department had general responsibility for the work of the department, reporting directly to the superintendent of the board. She attended most of the court hearings, which meant that her presence in

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[6] N. J., Laws of 1913, ch. 281, sec. 6.
[7] Ibid., sec. 7, as amended by Laws of 1915, ch. 118.
[8] In December, 1926, the home-life department had 5 additional social investigators (3 of them temporary) and 2 additional clerk-stenographers (1 of them temporary).

some one of the various courts in the State that had jurisdiction over cases under the home-life act was required two or three times each week. If hearings in two courts occurred at the same time or if more than three occurred during the same week the supervisor attended one of them. The assistant to the superintendent read all the reports relating to investigations of applications for aid, and all reports made by the social investigators relating to supervision of families which showed that there were difficulties in the family. In difficult cases she gave directions for procedure. She also handled the correspondence of the department except the routine letters.

The supervisor had charge of the record work of the department and directed the work of the stenographers, clerks, and typists. She answered most of the routine letters and sometimes relieved the assistant to the superintendent of court hearings.

The assistant supervisor devoted most of her time to case reading. She read all reports made by the social investigators on their work of supervision of families receiving allowances and gave instructions in minor matters. Serious problems were referred to the head of the department. The assistant supervisor sometimes made emergency visits to families and occasionally attended court hearings.

The social investigators investigated the petitions for aid previous to the court hearing and where an allowance was granted by the court made subsequent supervisory visits. Two investigators were assigned usually to investigations of petitions alone; but as these two were unable to do all the work, the others were called upon to assist when necessary. The investigators made written reports of all investigations and of supervision of families.

The file clerk had charge of the filing of all case records and the card files relating to them. The clerk-stenographers did the stenographic work of the department and assisted with other work as needed. Two of the clerk-typists had charge of the school and church attendance records of children, sending out the report cards and entering the records on the cards in the visible files (see forms in appendix, p. 137). The other clerk-typists did the typing on records and assisted in the general clerical work of the department.

Eleven members of the staff of the home-life department had completed high school; one of these had completed two years of college work, two had gone to normal school, and one to a business school, and two had taken miscellaneous courses of study after finishing their high-school course. Seven members of the staff had had some high-school work, supplemented in two instances by courses in schools of social work and in two others by business courses. Two others had had no high-school work but had gone to business school. Four members of the staff had had previous experience in social work in private child-caring societies, two in private family case-work agencies, and one with the commission for the care of the blind; five others had done volunteer social work with churches or other organizations. One member had had teaching experience, and two had had other clerical positions.

A large number of the staff had been with the State board for long periods of time; 9 members had served 7 years or more (1 for 12 years, 3 for 11, 1 for 10, and 4 for 7 years); 5 members had served 3 years.

Organization of the work.

The work of the department was organized with a view to the accomplishment of the following: (1) Supervisory visits to each family at least once in three or four months; (2) prompt investigation of new applications for aid; (3) presentation to court of new cases and special problems in old ones; (4) keeping the necessary records.

The assignment of supervisory visits was made by counties. When the time arrived for visiting the families in a county one or more agents, according to the number of families to be visited, were assigned. The larger counties usually had four agents assigned and about two months were required to complete the visits; the smaller counties were covered by one agent in a few days—for example Sussex County took four days. Each agent was assigned enough work at one time to last for one or two months and the arrangement of the visits within this limit was left to the individual, although she was expected to visit first those families who were visited first on the last round so that visits might be evenly spaced. The same agent might or might not be assigned to cover the same territory each time the county was visited.

When the time for a court hearing was set all new petitions on file for the county in which the hearing was to be held were assigned for investigation in time to be finished the required 10 days before the hearing.

Records.[9]

A case record for each family receiving a grant through the State board was filed in the office of the division. The record consisted of the following data:

1. The original petition for relief made by the mother.
2. The report of the State board to the court, covering the investigation of the petition, and giving in addition a statement of the personal property owned by the petitioner and one of the economic status of each relative.
3. A typed report of the initial investigation made by the social investigator, covering a description of the home and each member of the family, the history of the family, the circumstances surrounding the death of the father, the present financial situation, a description of the circumstances of the relatives obtained through visits to them and through statements of the mother, statements from the pastor and neighbors about the character of the mother, public records of property, if any was involved, bank transcripts if any money was deposited, a report from a doctor or health agency if any member of the family was under medical care.
4. All correspondence relating to the case, including school and church reports.
5. A report of every supervisory visit made by the social investigator to the family after the granting of an allowance and of any further investigations made. The report of the supervisory visit was in two parts. One, a form report (see form in appendix, p. 147), covered the physical condition of the children, the condition of

[9] For record forms used by the home-life department see appendix, pp. 139–148.

their clothing, and whether they appeared neglected, the school and church attended by the children, conditions of work if any child was employed—that is, the date of obtaining employment, place of employment, and wages—whether children under 21 gave all their wages to their mother, the wages of the mother if she was employed, whether she appeared overworked, and how the children were cared for in her absence, her control over the children, her physical condition, habits, and general reputation, the general sanitary condition of the home, sleeping arrangements, the monthly income, the mother's estimate of outlay, the recreation and amusements of the family, and whether there was harmony in the home. The other report was a running record on a separate sheet recording additional information and comment. These reports were written in longhand and were made a part of the record in this form unless a report was to be made to the court, when a typed copy was made.

If the case had been before the court for modification of relief or on an order to the mother to show cause why her children should not be removed from her as an improper guardian, these notices and the result of the hearings were added to the case record.

The case records were kept in cardboard folders, with the case number on the projecting flap, and were filed in wooden filing cases. Papers relating to a special aspect of a case were fastened together with a clip. A plan was under consideration for fastening the record together in book form with a permanent face card attached. A duplicate face card would then be made for the use of the investigators on their visits, which would not be made a part of the record.

In addition to the case records the following files were maintained:

A card file arranged by counties of every family receiving an allowance, giving the necessary identifying information and the case number under which the record was filed. A cross file contained a card for every family that had ever applied for aid, arranged alphabetically. This file was of great importance in saving duplication.

A card file for each child for whom a grant was being made containing a notation of the dates of each visit to a child with the initials of the social investigator making the visit.

A card file of the judges in the State hearing mothers' aid cases and one of the overseers of the poor of the State.

A letter file contained all correspondence not related to a particular case arranged by subject or by person to whom addressed. Carbons of outgoing letters requiring an answer were kept in a special compartment of this file, serving as a tickler through periodic inspection of the contents. The carbon was not filed in the case record or in the letter file proper until the answer was received or a second letter written. Incoming correspondence requiring a reply was placed in the dictation basket of the person who was to answer it and was filed after the answer had been made.

INVESTIGATION OF THE PETITION

Verification.

The petition or sworn statement of the mother or other person seeking relief was mailed to the board and was filed under the proper county until the date of the court hearing for that county was set, when it was assigned for investigation. The investigation was often called the "verification of petition," a phrase that characterized

the major part of the work done before the case was presented to court.

The mother was furnished blanks and was instructed how to obtain the information necessary to fill them out by obtaining proof of her marriage, the death of her husband, and the dates of birth of her children from the bureau of vital statistics of the State board of health. This statement (see form in appendix, p. 141) she was to present at the hearings with her rent receipts, if she might thus establish residence, and her bank book if she acknowledged an account, although the investigator usually obtained a transcript from the bank. If the mother was obviously incapable of obtaining this data herself the investigator obtained it for her.

Wages of the employed members of a family, if there were any, were verified by a statement from the employer. The possession of resources other than real estate and a bank balance was less carefully verified. The amount of insurance received at the death of the husband was verified only when the investigator felt that there was some reason to doubt the statement of the petitioner, and no check was made of the bills that the petitioner paid from the insurance, unless the undertaker's bill exceeded $300. If the petitioner stated that the high cost of the funeral was caused because of her own request for a special kind of casket or accessories the undertaker was not interviewed. Because of the high funeral bills paid by petitioners in many instances the board of children's guardians had arranged with the State association of undertakers to take up with the undertakers all cases of excessive bills.

These verifications were not always completed before the hearing, but the judge usually made the grant subject to later verification and the mother could receive payments before her technical eligibility was established. This custom had arisen because of the desire to save a family a period of privation which might occur if the case went over to another hearing—the hearings were from one to three months apart—or if the name was not listed on the bill to the county made up at the end of each month.

Consultation with relatives.

Every record read indicated that some visits to relatives were made. Direct correspondence was sometimes had with relatives living at a distance, but this was usually fruitless both in regard to material help and in strengthening the family relationship. Local agencies were not asked to interview relatives living outside New Jersey. In addition to the parents, the grandparents of the children were the only relatives legally responsible for the support of the family and these were seen wherever it was geographically convenient. If it was rumored that they were able to help considerable effort was made to interview them. Their own statement of their economic situation was accepted in most of the records read, although where there was considerable property, these interests were verified from public records. Some of the brothers or sisters of the parents were usually visited and some remote relatives if close ones were not easily reached. Any relatives said to be giving assistance to the family, or especially able to do so, were visited as a rule. An estimate of the economic situation of the relatives was made by the investigator and recorded on the verification form as "poor, fair, good, etc." The record as a

rule did not contain in detail the information upon which this estimate was based. The statements of relatives as to the character of the mother, the quality of her care of the children, and her economic situation were recorded.

Consultation with other agencies.

Clearing with a social-service exchange, which is the established first step in investigation among social-service agencies wherever this resource is available, was not possible for the greater number of families who petitioned the board for relief (see footnote, p. 26). The social-service exchanges in Newark formerly had been used, but the State board of children's guardians felt that they were not repaid for the effort involved, partly because the returns reached them too late for use, and partly because they felt that the overseer of the poor, who was always consulted either by visit or through a reference blank, would let them know if other agencies were interested. A form inquiry was sent to all agencies known to be acquainted with the family. (See form in appendix, p. 143.) This form contained questions relating to the economic resources, character, and reputation of the family. The answers, which usually gave only general information, were apt to be perfunctory, and little insight into the family situation was secured by them. For this reason they were being used less than formerly, and full reports by letter were sometimes requested from the societies who employed trained workers.

Inquiry regarding physical and mental health of mother.

After ascertaining, through these inquiries, the economic situation and the technical eligibility of the mother, there remained the question of her fitness (physical, mental, and moral) to retain the custody of her children.

If the mother or any of the children were under care of a physician or if the mother complained of illness, or said she was unable to work, a form card was left with instructions to see a physician and ask him to fill it out. (See form in appendix, p. 144.) If the mother's story gave any history of contact with tuberculosis she was requested to have the whole family examined at a tuberculosis-clinic dispensary. The tuberculosis-clinic association was usually visited if the family was under its care. Greater care seemed to be exercised in regard to tuberculosis than in regard to any other aspect of health work.

A number of instances were found among the records where the mother was considered mentally subnormal. None of these mothers had been examined.

Inquiry regarding character of mother.

The overseer of the poor, representatives of other organizations, the pastor, and neighbors were sources of information on the character of the mother. The "Instruction for investigators," furnished to the field workers by the department, says: "The pastor is the most important of all. In all cases call on him; if not at home, send reference blank." The questions relating to the mother's character on the reference blank (see form in appendix, p. 144) were very apt to elicit no important information. They were either perfunctory or showed a desire to avoid saying anything that might

prejudice the chances of the family to get relief. Much more satisfactory information was secured with interviews. Visits to present neighbors was a routine measure, almost never omitted.[10] The investigators were instructed to see two in cases where there was no doubt as to the mother's moral character and habits; if her character or habits were questioned or where neglect of children was charged, a larger number were seen, as well as such other persons suggested as possible sources of information. Relatives were also used as character references; relatives of the father were found to be of value as references where the mother failed to come up to their standard of conduct.

Other information.

These points completed the information required under the law, but the report of investigation included information that would be of value in future service to the family, such as a description of the physical environment of the family, including sleeping arrangements; something of the family history—usually confined to economic and health matters; a description of each child, including his school standing; and a description of the mother's personality. The following report of an investigation is illustrative of the material gathered and the method of recording:

———, investigator. Begun February 2, 1922.

Surroundings.—Respectable factory and residential district. Petitioner shares her parents' home, a four-room floor in a two-family brick house. She has two rooms for her own use containing her own furniture, a bedroom and a kitchen, which is also used by parents who have two bedrooms for their use. Rent ($7.50) is paid to parents who are part owners of property. A married brother, his wife, and child living on the first floor are also part owners, father and son have agreed to buy property together. Sleeping arrangements satisfactory. Petitioner and 3 children share one room which contains a bed, a crib, and a cradle; the other child sleeps with his uncle, 13 years old, in another room. All rooms are light, well ventilated, and clean.

Mother.—Seen at home; 32 years old; apparently has a good disposition, and good control over children. Was born in Italy, has been in America 7 years, is unable to speak English (sister-in-law interpreted). Was married in Italy where her two oldest children were born. Before marriage did no outside work, lived with parents. Since man's death was employed for a short time in a skirt factory, where she earned $10 per week. Owing to poor health, has been unable to do any outside work during the past two months. She is under the care of Dr. ———, of Passaic, and medical care was given her.

Father.—Was 38 years old; died June 13, 1921, of consumption, after five months' final illness and nearly six years in poor health. He died in Italy where he had gone for his health, money to defray his expenses having been collected by friends. He has been employed by the dye works as belt fixer for 8 or 9 years; when last employed earned $18 per week. There was no insurance or beneficial lodge or any money in bank or due man at the time of his death. Funeral expenses (amount unknown) were paid by his parents, with whom he was living at the time of his death.

Children.—Four; all eligible for relief. S, 13 years, strong, healthy looking boy, attends public school, grade 5A. J, 9 years, healthy child, but needs operation for enlarged tonsils and possibly needs glasses. Attends same school, grade 3B. S, 7 years, healthy boy, attends same school, grade 1B. J, 13 months, fat, healthy baby. All children were neatly dressed and clean. Three other children died in infancy, cause unknown.

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[10] It will be noted (see p. 115) that the practice of interviewing present neighbors was regarded by the superintendent of the board and the director of the home-life department as undesirable and not in accordance with good case-work methods. The board felt compelled to use this method because of its limitations of staff for investigating family conditions.

Others in home.—Petitioner's parents, Peter and Teresa L, who are part owners of house in which petitioner lives and who occupy two rooms and share of kitchen. Pasquale, their son, 13 years old. These people, although sharing kitchen with petitioner, keep a separate table.

Income.—$3.50 worth of groceries weekly from L Township; help with food from parents.

Outlay.—Rent, $7.50 per month, and groceries.

Bank account.—None.

Debts.—Three months' rent, $22.50.

References.—Rev. Father D., rector of M. V. R. C. Church, was seen. Said he knew petitioner's family but does not recall her or know anything of her circumstances. She may attend his church. He knows that she is respectable and very probably poor. Believes her parents own the brick building in which they live.

Petitioner's husband's parents live in Italy. According to statements made by petitioner and her relatives they do not own any property, are very poor and unable to help in any way. Petitioner feels that she should return to them the money paid for her husband's funeral if it is ever possible.

Michalina B, petitioner's sister-in-law, 290 F Avenue, was seen. Said petitioner is a good woman but is in poor health and not able to work. She takes good care of her children and does the best she can.

Peter L and his wife Teresa, parents of Mrs. B, 292 H Avenue, were seen. The woman is unable to speak English. Man stated that he and a son in Colorado, with his son Nicholas, jointly own the property in which they live. They bought it five years ago; before Nicholas married. Consists of a lot 25 by 100 and a two-story brick building containing 8 rooms, 4 on each floor. The purchase price was $3,000; $500 was paid in cash; balance is being paid through the Mutual Loan and Building Association of R at the rate of $20.45 per month. They have 10 shares in the one hundred and fourth series which are in the name of Peter L. Nicholas and his wife occupy the first floor; pay $12 per month rent, which is their share of the payment to the building and loan.

Man is employed as laborer earning $18 per week. He has a 13-year-old son to support and states that he is not able to help petitioner except with a little food from time to time. This man said that when his son-in-law, petitioner's husband, went to Italy he had plenty of money; when asked how much, said about 3,000 lire.

Josephine L, 292 H. Avenue, petitioner's sister-in-law, seen. Said she occupies the first floor and that her husband paid part of the cash payment made when property was bought and now pays $12 per month toward the building and loan and half of taxes. Said parents on both sides are poor and not able to help petitioner. Said man was ill for a long time and when very sick insisted against the advice of doctors on taking trip to Italy; to allow him to do this about $100 was collected by his friends. He had been only a few weeks in Italy when he died. Petitioner had no insurance or death benefits, and is at present very much in need of help. She worked for a time, but on account of poor health had to give it up. Mrs. L said she is unable to help petitioner in any way.

Mrs. Phillippena A, 294 F Avenue, neighbor, said she does not know petitioner very well, but has heard that she is very poor; that her husband died in Italy, leaving no money. Knows that she is a good mother and keeps her children neat and clean.

Mrs. Rafal B, cousin and neighbor of petitioner, seen. Said petitioner is a good mother. She is poor and lived in L for about seven years.

Remarks.—Petitioner was married and two of her children born in Italy. She lost her marriage certificate and never had birth certificates for the older children. She has her passport and a paper which, apparently, is a certificate of man's death. Is written in Italian. She wrote to Italy over a month ago asking for certificates of her marriage and man's death. Has not received any reply. As man died of tuberculosis, referred petitioner and children to tuberculosis clinic in H and reported case to Miss C, of the tuberculosis clinic. Called at the L municipal building in reference to property. Learned that there are 2 lots, 46 and 47. The land is assessed at $300, the building at $2,000; total, $2,300. Property is now in the name of P. L, and formerly, in 1919 and 1920, in the name of P. B and L. B (petitioner and husband). Called at the courthouse, learned that transfer of property from P. B and L. B, his wife, was

made to Pietro L and Nicola L on April 5, 1921, and recorded May 4, 1921, the consideration being between $500 and $1,000.

Saw report from tuberculosis clinic as follows: Mrs. B and her children were examined in our clinic on February 2, 1922, by Dr. E. I. D. We are inclosing a card which Doctor D has signed. The following diagnoses were made: S has generalized bronchitis, probably tuberculosis; J has enlarged tonsils; all are able to go to school or work; they all need good nourishing food.

Petitioner testified in court that before man's death she sold house to parents for $800. This money was used for man's trip to Italy, and to support children in his absence. She claimed that she never deposited any money in bank and did not receive money in a lump sum, but her parents gave it to her as needed, $100 at a time.

Evaluation of investigation.

The promptness with which the investigation was made and the grant obtained wherever eligibility was shown is no doubt of great value in preventing a period of want during which the family would be in serious danger of deterioration with permanent injury to growing children.

Of 176 applications for aid made between January 1 and December 31, 1922, the length of time between presenting the application and the granting of relief was less than four months in 141 instances (20 of these were granted in less than 1 month, 46 within 2 months, 50 within 3 months, and 25 within 4 months); 32 applications were granted in between 5 months and 2 years (10 within 5 months, 7 within 6 months, 9 within 7 months, 2 within 10 months, 1 within 11 months, 1 within a year, and 2 within 2 years); for 3 cases the length of time elapsing was not reported.

The investigation so far as it covered the technical eligibility of the mother and the situation of the family compared favorably with those made by other public and private organizations for family welfare. Public records were used practically to capacity in the verification of important facts in the family life. The economic situation on the whole was clearly defined, although verification of insurance and interviews with undertakers as routine measures would no doubt bring out additional resources in some cases.

The information obtained was typed in a form that was logically arranged, and the facts were easily accessible. One of the judges before whom many cases were heard, said: "It is always surprising to me the things the State board of children's guardians with all their work know about their people. It is so much more than many other workers who have a better chance to become acquainted with them know about theirs. Then they put it in a form which one can get at, which I appreciate."

The more obvious health conditions and the ones regarded as most serious were as a rule the only ones that were looked into, but here, too. the practice compared not unfavorably with that of many public and private agencies in family social work.

The investigator did not go so far in obtaining social information as is the custom among family-welfare organizations of good standards. The department felt that social information beyond what was necessary to determine the mother's fitness to retain charge of her children might well wait until after the grant was allowed since this saved work in the cases where a family was never committed to the care of the board. Considerable social information was obtained in the course of the investigation, but the investigator was con-

cerned for the most part with the establishment of eligibility for relief, and stopped short of helping the mother to work out a plan for the family life which would be possible after the relief was granted. For example at one court hearing attended the petitioner was a mother of five small children, one a baby in arms. She was without resources so far as the investigation showed. No hesitancy appeared about granting the $48 possible under the law, but there was no suggestion as to where she was to get the $40 or $50 additional which she would need to maintain a home. In reading the records other cases were found where the mother was left to her own resources to work out some plan for meeting such a deficit. The first visit of supervision made some 3 months after the court hearing showed in some of these cases that intangible resources had been brought out which had made adequate living possible. In other cases, the children were being neglected through the mother's leaving the home to work, or the home was overcrowded by boarders.

No such test as a counterinvestigation had ever been applied to the work of the State board in this department. It was significant that of the organizations cooperating with the board, those which were interviewed felt that the investigation was adequate. It was usually said to be "a thorough investigation," or a "good investigation," which seemed to indicate that it measured well up to the standards held by the agencies of the State that were working in the field of family welfare.

COURT HEARINGS

The State board of children's guardians had sought to have the judges hold hearings in private in order to protect the mother from the embarrassment of having her private affairs discussed in public. In 9 of the 21 counties in the State the hearing was private, in 11 public, and in 1 sometimes public and sometimes private.

At a private hearing attended in the judge's chambers in Passaic County the county counsel questioned the mother, after she had been sworn in, on matters touching her technical eligibility—residence in the county, insurance, property, wages, and other resources. The State board of children's guardians had furnished the counsel with a statement covering the facts brought out through their investigation, and the agent of the board gave such additional information as was requested or which she felt the judge would wish to have. The mothers, who appeared alone or accompanied by a friend or relative, were treated with consideration and courtesy. The court furnished an interpreter for the ones who could not speak English. At a private hearing in Essex County the county counsel was not present, and the representative of the State board of children's guardians asked such questions of the petitioner as the counsel would have done had he been present.

In the 11 counties where the hearings were held in open court this plan was used in some instances because the judge was afraid of having it thought that he was doing something which he was afraid to do in public and in others because the open hearing was in effect private, as no one cared to attend it. In four of these counties the judge did not give a decision from the bench, but held a private conference after or before the hearing with the county counsel and the representative of the State board of children's guardians. At

a public hearing attended in Hudson County the courtroom contained only the petitioners and their friends. The bench was well removed from the seats in the room, so that the court proceedings were not overheard by anyone in the room. It lacked, however, the freedom of the private hearing which is often very important in arriving at the true situation.

METHOD OF PAYING GRANTS

The law required the counties to pay the amount of aid granted through the State board. The first of each month the State board sent to each county an itemized bill for the amount needed to pay the grants in effect for the preceding month. Gloucester, Ocean, Burlington, Cape May, Warren, Atlantic, and Monmouth Counties drew their checks to individual mothers and mailed them to the board of children's guardians. The board mailed them to the mother with a receipt, which was returned signed by the mother to the board of children's guardians. No action by the board of managers nor an officer's signature was necessary on these checks. All other counties mailed a lump-sum check to the board of children's guardians for the account of mothers whose children were committed by those counties. This check was deposited and the board of children's guardians checks drawn to individual mothers, signed by two officers. The State board did not pay out any money until it was received from the county. This plan involved a great deal of clerical work for the State board which could be saved if the counties mailed the checks direct to the families. It did not appear to have advantages commensurate with the extra work involved by this double transaction. In a great majority of instances the money passed as rapidly as possible through the State board office. It was sometimes held up pending investigation in cases where the field agent or others had reported conditions which made it appear unnecessary or unwise to make the payment to the family. In these cases, if the payment were direct from the county, it would be necessary for the State board to ask the county to defer payment.

SUPERVISION OF FAMILIES

Plan of supervision.

The State board of children's guardians felt its staff limitations most keenly in its work of supervision of families granted aid and in giving the service of which they found the family in need. Two field agents investigated petitions with assistance from the other 14 when necessary. With 2,510 families under care on July 1, 1925, it is obvious that the 14 agents who could devote their time to the social welfare of these families had a task beyond their ability to meet. The board had never been able to comply with the requirements of the law that each family should be visited six times a year (see p. 78), but the department rule was to see each family three times a year, a rule which was carried out in almost all cases. Some families received more attention than this, usually in times of emergency caused by illness or unemployment, or when a question of a mother's fitness to retain guardianship of her children had been raised. A few families were seen only twice a year to give time for these additional emergency visits.

The department with the limited force at its disposal had decided very wisely to make each visit to the family a thorough review of the situation, rather than to visit oftener in a superficial manner. The work of supervision was assigned on the basis of three families a day. At each visit it was planned that every child as well as the mother should be seen; the health of each member was inquired into; the sleeping arrangements and the physical condition of the home were noted; the income and outlay gone over; and school and church attendance discussed. The teacher or principal was unusually seen when school was in session; often the pastor or Sunday-school teacher was interviewed; the doctor or nurse was frequently interviewed if there were family health problems; and relatives and friends were seen when service from them was needed. Of course, this plan involved many more than three visits each day for a worker.

Judged from the case records and from observation on visiting families with the field workers, these visit plans were carried out with remarkable faithfulness. When the agent appeared, the mothers immediately started a search for any children whose whereabouts were at the time unknown. It was evident that she expected to show the agent over the house and to discuss the whole family situation with her.

Some of the agents planned to interview the school children at the school and at the same time to consult school authorities. Other agents preferred seeing the children at home and put themselves to much inconvenience in order to make a visit when this could be accomplished, as they felt that the children might be embarrassed at having it known at school that their mothers received aid. One mother, on whom a visit was made with the agent, asked that the older children should not be called for at school as they were very sensitive about it.

All the service of which a family was found in need was as far as possible obtained for them while the agent was in the neighborhood. In special emergencies she would return to the family within a few days or a few weeks, while she was still making visits in the vicinity, but she could do this only to a very limited extent because of the demands upon her time. For the most part, a family was visited only every three or four months, and of course very serious difficulties might arise within this time, which the family was helpless to meet. Members of the family might become sick and die; children might become delinquent, or drift into places where they were in moral danger; young or weak mothers might yield to undesirable influences; jobs might be lost and the family reduced to want. Plans made on one visit might not have been carried out when the next visit was made, as they often required more executive ability than the mother possessed, especially when she was weakened by anxiety and illness. Instances of this kind are illustrated by the following stories:

One mother had alienated her family by her marriage and was left very much alone when her husband died. From her first contact with the board in 1922 she was said to "look very frail." In October, 1924, the agent found her with a "nasty cough" and arrangements were made to have her examined at the tuberculosis clinic. The mother was working in a factory from 8 a. m. to 5 p. m., earning $12 a week, of which she paid $3 to a neighbor for care

of her children during the day. When the next visit was made 4½ months later the mother had not visited the clinic and arrangements had to be made again for a visit. She no doubt dreaded loss of pay while she was away from the factory. It was not known whether the visit to the clinic had been made at the time the record was read.

A mother for whose 8-year-old child special shoes had been obtained had allowed the child to discard them when the next visit was made and the matter had to be arranged again.

Families in which behavior problems had to be met were very difficult for the agents to handle with their limited time:

In one family the 11-year-old boy, the oldest of three children, was a year retarded in school with a report of very poor scholarship when aid was granted his mother in 1922. The boy was sullen and was staying out late at night. The State board investigator worked with the mother and the school authorities and succeeded in correcting the difficulties. For the three years preceding the reading of the record the boy had made his grades and no recent complaint had been made of his conduct.

A 12-year-old boy in another family was two years retarded in school and was very troublesome at home and in school when aid was granted the family in 1923. His conduct improved greatly under the influence of the board's visitor and he made his grades in the succeeding two years.

Some of the women of doubtful reputation or those who neglected their homes and children, but who were granted aid under the supervision of the State board in order to "give them a chance" were stimulated to a successful endeavor to justify this procedure. In the larger number of instances, however, mothers who were incapable, who were handicapped by ignorance of the language and customs of the country, or who had low standards of home-making, needed much more supervision than the visitors could give with the present staff of the board.

In one family the mother who was in poor health required much urging to keep her under medical treatment. She exerted very little influence over her two boys as they grew older. An 18-year-old boy changed jobs four times in the four months preceding a visit made by the investigator in February, 1924. The 15-year-old boy steadily refused to go to a doctor, although he complained of not feeling well, had enuresis, and was described as "very excitable." This boy found work for himself in New York City.

If the agent had had more time to become acquainted with this family no doubt she could have done much to improve the physical condition of the mother and the younger boy, and to improve the mother's attitude to her sons, and she could have made plans to start the boys in life with a suitable vocational adjustment.

Still more time would be necessary to improve home conditions in the following families, examples of those coming into care each year who needed more service than the board was equipped to give:

The mother of five children was described as childish and pleasure loving, without judgment sufficient to manage money. She had been married when she was 15 years old and was only 28 at the time aid was granted to her in 1922 soon after the death of her husband. Her house was always poorly kept and the children badly fed. The two boys, 11 and 13 years old, were allowed to work at night in a bowling alley. Finally, the mother was reported to be going out with a very tough crowd and to be frequenting a house where there was

said to be carousing. The case was referred to court and she was adjudged an improper guardian for her children. The children were taken away from her 13 months after aid had been granted. Seven months later the mother gave birth to a child out of wedlock. That skillful and intensive case work with this mother might have been successful is indicated by her fondness for her children. After they were removed she went to work and established a new home and begged to have the children returned. Two of the children were returned to her and the return of the other three was under consideration.

A mother of five children worked from 8 a. m. to 4 p. m. The family lived in two dark, dingy rooms. The father had been dead since 1920. A 6-year-old girl was left in charge of her 5-year-old brother while the other children were in school. At the time application for aid was made the 16-year-old boy was in a detention home because of truancy and petty stealing. The matron of the home stated that he was not a bad boy and that he was very well behaved at the institution. At home he had been left to his own devices.

On the other hand many mothers receiving aid were capable of managing their affairs efficiently under ordinary circumstances and of getting in touch with the State board or some other source of help in emergency. Such families could receive all the service needed, unless some difficult problem arose, through three or four routine visits a year. The following family is an example of such management:

A mother with her five children, 6, 10, 11, 13, and 15 years of age, and the grandmother lived in a six-room cottage, which they owned, with sufficient ground for a garden and chickens. The mother was capable and intelligent and was well trained for the clerical work at which she earned $87.50 a month. The grant of $41 made in January, 1923, gave them an income sufficient to live on.

The grandmother cared for the children while the mother was away and relieved the mother of enough of the housework to make it possible for her to manage without too serious a drain on her strength. The house was comfortably furnished and spotlessly clean, and the children had the appearance of being well trained and happy and in fairly good physical condition. The oldest child was in high school, and, with the exception of an 11-year-old boy who had failed to make his grade, all were doing good work in school.

Assignment of territory.

The agent carried with her on her assignment a temporary face card (see form in appendix, p. 147) for each family to be visited, a report of the last visit made to each family, and notations made by the case reader for work to be done on this visit. If the work of an assignment required more time than had been allotted additional time was allowed. The general policy of the department was to keep an investigator working in the same territory for a year or more if no reason for a change developed. The plan of assigning workers to different territories instead of definitely assigning responsibility for a certain territory to a definite field worker often resulted in more frequent changes than were planned for. In one family, for example, visited by three agents during a three-year period, no one agent had made more than two successive visits. In another family four visits had been made by three different agents during the 28 months since the granting of the aid. In many instances, however, the same agent made all the visits to a family for a year and sometimes for a longer period. One family had had two different visitors since aid was granted but the same visitor had made the last six visits. Another family had had the same visitor for the

10 visits made since aid was granted. Both these groups were somewhat exceptional. The following visitor's cards seemed typical of the larger number:

Date of visit	Field worker making visit
Case A.—Apri. 28, 1922	Social investigator No. 1
July 17, 1922	Do.
Nov. 17, 1922	Social invesitgator No. 2
Feb. 13, 1923	Do.
Oct. 8, 1923	Do.
Feb. 25, 1924	Social investigator No. 3
Nov. 5, 1925	Do.
Mar. 26, 1925	Social investigator No. 4
June 12, 1925	Do.
Case B.—May 16, 1923	Social investigator No. 1
Aug. 9, 1923	Do.
Jan. 2, 1924	Do.
Apr. 21, 1924	Social invesitgator No. 2
Aug. 13, 1924	Social investigator No. 1
Dec. 10, 1924	Social investigator No. 3
Apr. 29, 1925	Social investigator No. 1
Case C.—July 19, 1923	Do.
Dec. 7, 1923	Do.
Feb. 6, 1924	Social invesitgator No. 2
June 4, 1924	Social investigator No. 1
Oct. 17, 1924	Do.
Feb. 13, 1925	Do.
June 9, 1925	Social invesitgator No. 2
Case D.[11]—Mar. 7, 1922	Social investigator No. 1
Apr. 19, 1922	Do.
July 24, 1922	Do.
Oct. 26, 1922	Social invesitgator No. 2
Feb. 6, 1923	Do.
Feb. 21, 1923	Do.
May 22, 1923	Social investigator No. 3
Sept. 10, 1923	Social investigator No. 4
Jan. 7, 1924	Social investigator No. 3
Apr. 15, 1924	Do.
Aug. 7, 1924	Social investigator No. 5
Oct. 27 1924	Social investigator No. 3
Dec. 10, 1924	Do.
Apr. 15, 1925	Do.

This lack of settled continuity in contact with a family handicapped the field worker in many ways. She had no assurance that she would make the next visit to the family and this uncertainty naturally made her hesitate to form plans other than the obvious ones she felt reasonably sure would be carried forward by the next visitor. Inevitably her feeling of responsibility for conditions in the family was weakened. She reported what she found and the steps she took and sometimes added a recommendation for future conduct of the case. It seemed inevitable that she would more or less feel justified in shedding responsibility for the outcome. More serious still was the impossibility of gaining a thorough knowledge of the family and the community resources, and of establishing a firm basis of friendly confidence with the clients without which the intricate problems met in family social case work can not be handled successfully.

The superintendent of the board and her assistant in charge of the home-life department recognized these handicaps. They felt,

[11] A very difficult problem case.

however, that because of the pressure of work and the lack of supervision of the field work it was the best plan to use. It enabled them to get the visits made very nearly on schedule time, which they justly considered of great importance especially as they had not the force to meet the requirements of the law on this point. They felt that the change of visitors had a sort of supervisory value as the report of each visitor acted as a check on the work of the one who preceded her. Some of the field workers had the ability to carry the work of a territory satisfactorily with such supervision as the administrative staff could give, but others did not.

SERVICES RENDERED THE FAMILIES UNDER SUPERVISION

With the limitations of staff in proportion to work, an inevitable tendency to eliminate the forms of service requiring most time and skill had emerged. This simplified program is outlined in the visiting instructions furnished the field workers by the division:

> After relief is granted, we supervise the families and visit them at regular intervals to learn how they are getting along, whether they are caring for the children properly and also to ascertain whether they are in need of relief, as continuously their income changes and it is our duty to bring to the court cases where relief ceases to be necessary. We also must learn whether the woman is conducting herself properly and is the proper guardian to her children. We want to learn whether the children are receiving proper religious training and whether they are being sent to school regularly.

However, this does not do justice to the variety and extent of service actually given by most of the field workers who were observed in the performance of their task. Many of the case records read showed also that the ideals of service held by the staff went beyond what might be expected from this statement.

The chief special aspects of the family situation which received attention from the workers were: Environment, health, the economic situation, school attendance, and social life.

Environment.

A few instances were found in the records where the agent of the State board had asked a family to move because of undesirable housing. In general, however, the housing arrangements of the families seem to have been accepted without much question. Judging from the homes visited the housing was good in general in the smaller towns. In the large cities a good many of the families lived in overcrowded houses. Several instances were noted of five people living in two rooms, seven in three, and other combinations of more than twice as many persons as rooms. These cities had shared of course in the general housing shortage condition throughout the country in the years preceding the study so that it would have been difficult in all instances, and impossible in many, to obtain suitable housing. It was probable that no better places could be found for the amount of rent the families were able to pay. If the rooms were especially crowded, however, the records showed that the family was urged to find better ones. One family, consisting of a mother, and three boys, 2, 8, and 11, were living in four dark rooms when the investigation of the petition was made. They were asked to move, and found four light well-ventilated ones. On her first visit after the cold weather set in the agent found the family living in the kitchen and adjoining bedroom; the rest of the house had been shut

off to save fuel and the boys were sleeping in the kitchen. The agent advised the use of the second bedroom and this arrangement had been made before the next visit.

It was of course impossible for the field workers to help in finding better rooms or for them to inspect those found by the families before the change was made.

The records indicated very great care in the oversight of the sleeping arrangements. The report sheet had space for recording these and they were usually described in detail. A great many instances were noted in which the families were asked to change undesirable arrangements. One family living in six rooms with plenty of furniture were all sleeping in one room at the time the investigation was made. The mother and three girls, 13, 8, and 5, were occupying one bed and two boys, 11 and 6, another. The mother was asked to use another bed, which she did, and the boys were placed in a separate bedroom.

Instances were noted in the records, however, where a mother was sleeping with two children, or three children of the same sex were sleeping in the same bed, and the arrangement seemed to be accepted as satisfactory, as no comment was made in regard to it. Where girls and boys beyond nursery age were sleeping in one room or boys in the same room with their mother, the records showed that consistently they were asked to change.

The most marked change in environment noted brought about through the advice of the State board was in a family of five living with the mother's parents at the time of the investigation in 1922. The mother and two girls slept on the floor of one room, and two boys, 13 and 11 years of age, slept in a small crib without a mattress in the same room. The 1925 entries on the record showed that the family was occupying a five-room house, light and clean, with a living room and kitchen on the first floor and three bedrooms on the second floor.

The records showed that cleanliness and order in the housekeeping was encouraged by the field workers. That their supervision in this respect was effective was indicated by the condition of most of the homes visited which were almost without exception at least reasonably clean and neat, and many of them showed a high standard of housekeeping.

Health.

The field agents were furnished by the home-life department with a list of cooperating agencies arranged by counties containing the most important agencies through which they could secure free medical service. The clinics of the tuberculosis associations were the most widely distributed. From one to 24 free clinics under the State association were held in each of the counties except Cape May, which had none. Many of the counties had public-health nurses and free dispensaries. Treatment for venereal disease was listed in the dispensaries for several counties, and where there was none the name of a physician who would give treatment at a nominal charge was given. This provided information of at least one place in each county where treatment could be had.

Very few public facilities for mental examinations were available. Trenton and Newark each had a mental clinic for children, and a psychologist was connected with the normal school at Trenton.

The list of clinics furnished the agents contained only one infant-welfare clinic, in Morris County, although the State had a number of others.

No dental clinics were listed and free dental services appeared to be impossible to obtain in a good many localities.

Of the health agencies in the State the tuberculosis clinics were by far the most generally used. The visiting instructions directed: "In all tuberculosis cases refer the families to the clinics and call at clinic after examination and get full report. If the mother needs sanatorium treatment see what arrangements can be made for the care of the children." Attendance at the tuberculosis clinic seemed to mean fairly adequate general medical supervision. For example in one family one child had had an operation for hernia and for tonsils. The mother was reported to be in good condition and to have gained 10¼ pounds. All of the children had improved. In these cases the work of the field agent was directed towards securing regular attendance at the clinic which was difficult to accomplish with a great many of the families. The mother in another family was a weak woman and a great deal of urging was necessary to keep her and the three children in regular attendance at the clinic. She complained that the 8-year-old boy refused to go, and it was necessary for the field worker to persuade him to do so.

Because there was in some instances no way of obtaining it, the home-life department made no routine physical examination as did the dependent children's department. The advantage of a routine physical examination over the plan of obtaining one when the need of an examination is visible to casual observation is illustrated by the record of a family in which the mother received an allowance for her five children from January, 1922, to February, 1923, during which time there was no examination by a physician except for the third child, who was said to have the nerves in the neck deadened. The first and second children were said by the visitor to appear frail; the fourth and fifth were recorded as "healthy." The routine examination by the dependent children's department when the children later passed into their care in 1923 showed that the first child needed an operation for tonsils and adenoids, the second dental care, the fourth operations for tonsils and adenoids and hernia and dental care, and that the fifth had ecthyma.

Some families which had been in the care of the department since 1922 had never had a medical examination. The entry on one record said that the mother looked frail and tired, but that the physical condition of the children was good. No physical examination was made in the three years that they were under care before the record was read, although the family lived in a city which contained free clinics. It was often the unwillingness of the family to use free medical service which prevented their receiving it. In another family the mother was slightly lame, and it was noted that she appeared tired, especially after keeping boarders one summer. She was unwilling to use free clinics, and the task of overcoming this prejudice, when firmly fixed, is more than can be expected of a worker whose time is as limited as that of the agent of the State board.

Because of the difficulty of obtaining dental service in many localities less dental than medical work was done for families. In one

family the mother and seven of the eight children who were seen when a home visit was made all had poor teeth. None of them had ever had any dental work done and no dental clinic served that neighborhood.

In general, where health agencies had developed they were used to a considerable extent with the exception of the infant-welfare stations. No instance was found of an infant or child of preschool age who was attending their clinics. None of the clinics seemed to be so generally used as the tuberculosis clinics. Wherever a family had their own physician a report card asking for the diagnosis and treatment advised was left for the doctor to fill out, and these were mailed in to the office of the State board and became a part of the case record.

If hospital or sanatorium care was advised, arrangements were made by the board. An emergency visit was made immediately after the physician's card recommending it was received at the State board office and plans were made for the care of the children in the mother's absence wherever this was necessary.

The mother's health received as much if not fuller attention than that of the children. This was in contrast with the practice in the dependent children's department, where the children were given a routine physical examination and medical care advised and the physical condition of the mother received less attention.

Economic situation.

In services to families relating to their economic situation the field workers were greatly handicapped both by the limitations of the law and by their lack of permanent contact with the community. The limitation on the amount of relief set by law was so low that a great majority of the families were receiving the maximum amount. If their income was found to be inadequate, nothing could be done toward raising the grant. One solution was to bring the case back to the notice of the judge with the statement that the relief was inadequate and ask to have the grant revoked and the children committed to the board on dependent petitions. The superintendent of the board stated that in 132 of the total number of cases cared for under the home life act such transfers had been made. (See p. 108.)

A number of case records read showed that the agent had obtained additional help from the overseer of the poor when the family was in want. In communities that had charity organization societies they were sometimes asked to help although the usual attitude on the part of private agencies was that they should not supplement the mothers' aid. In one of the families visited it was found that a bed had broken down since the last visit, making very crowded sleeping arrangements necessary. The agent went at once to the office of the Charity Organization Society where she was promised that they would furnish an additional bed. In some of the neighborhoods there were women's clubs and even private individuals to whom the agents turned. They had received help from the Elks for crippled children in a number of instances.

If the inadequate income was due to unemployment or poorly paid work on the part of any employed member of the family the field worker was greatly handicapped by her lack of close contact with the community and the length of time between her visits.

Probably in very few instances could she be of much service in helping to adjust employment difficulties.

School attendance.

The school attendance of the children received careful attention. School-attendance records were filled out from the office for each child in school and were kept in a visible file. In addition, a visit to the school was a routine part of the quarterly visit to the family unless the child was seen at home. Even in this case the school was frequently visited in order to confer with the teacher. The board did not feel that children must begin work as soon as they were eligible for a work permit. On the contrary, the mother was encouraged to try to keep them in school at least to finish grammar grades as long as they were doing well. If the child showed a desire to go to high school this also was encouraged. The relief could be continued without court action until a child was 16 years old, and this was done where the child was not working.

Social life.

The mother's control over her children was noted in the report of each visit. The records indicated that when lack of control was observed the matter was discussed with the mother and sometimes with the children, and in some instances these measures appeared to be effective.

The recreation of the family appeared to receive little attention. It was reported upon at each visit, but the entry usually read "none," "if any, free," or "very little."

The story of the D family illustrates the life of the families receiving aid:

The family consisted of the mother, two girls, 16 and 12 years old, and a boy 10. Mrs. D was born in Ireland and came to America as a young girl to work as a domestic. Mr. D was a good workman, valued by the concern for which he worked. He was employed on a machine making railroad switches and one day a piece of steel flew into one eye. The injury was so serious that the sight of the other eye also was lost. He received $1,500 from the insurance company, and nothing in addition from his firm. An uncle encouraged him to invest $800 of the money in a sewing machine concern which afterwards failed, and the whole amount was lost. The uncle, a contractor in moderate circumstances, lost $1,000 of his own money in the same concern. He appeared to feel some moral responsibility for his nephew's investment and replaced $200 of the money, but seemed to feel when he was interviewed at the time of the investigation for the mothers' aid that that was as much as he could do. The remainder of the money the young couple invested in a small store, but having no experience in business management they could not make it pay. Their capital gradually disappeared, probably being used in part for living expenses. At the time of the accident, Mary was three years old. Ruth was born during the following year and John two years later. They gave up the hope of recovering Mr. D's sight with great reluctance, and whenever there was any money to spare went to new physicians. The plan of living finally settled into Mr. D's staying at home to look after the house and children while Mrs. D went out to work at cleaning or day work. It was reported by the principal of the school that the father had also begged. Relatives said that he had gone out to sell pencils, with Mary to lead him about.

In June, 1917, 5½ years after his accident, Mr. D died of pneumonia after a nine days' illness. Of the $362 insurance money $195 went for his funeral and $40 to pay debts incurred during his illness. By the middle of November, 1917, when the investigation for the mother's application for aid was made, the remaining $117 had been used to supplement Mrs. D's earnings. She was engaged in cleaning an office, working from 7 to 9 in the morning and from 6 to 8 in the evening. The children were left asleep when she went away in

the morning, and she was back in time to get Mary, then eight years old, off to school. During the evening hours she felt that Mary took adequate care of the children. "She was very responsible." The house was described as poorly furnished, without floor coverings, and in fair order. General home conditions were described as poor and untidy, but not dirty. Mrs. D appeared to the investigator as an ignorant woman, fond of her children, and anxious to do the right thing. Neighbors and friends spoke highly of her, as hard-working and conscientious.

Aid was granted as quickly as possible, but the amount at that time could be only $18.

The rent was $14.50 and the estimated expense for the family without clothing was $63.20 a month. It was, of course, necessary for Mrs. D to work, and she found a job at car cleaning at $15 a week. John was left at a day nursery. Mary was described as a little mother to the other children.

In 1921 the mother ran a nail into her hand and had a serious time with it over a period of almost a year. She was obliged to give up work. A man cousin came to board, paying $10 a week, which partly made up for the loss of her wages. Most of the housework devolved upon Mary, then 12 years old, who was described as an excellent cook and housekeeper. In the spring of 1924 Mary graduated from grammar school with an excellent record and was encouraged to take a business course. Before her year was over a position was found for her through her teachers where she could earn $14 a week. This relieved the financial strain on the family to a very great extent. At the time the home was visited Mary was earning $15, the mother had returned to work, and their estimated monthly budget was as follows:

Budget		Income	
Rent	$26.00	Mothers' aid	$12.00
Food	31.00	Mother earnings (at cleaning)	40.00
Fuel	5.00	Mother earnings at janitor work	10.00
Clothing	22.00	Mary's salary	65.00
Carfare and lunch for Mary	13.00		
Household expenses	4.35	Total	117.00
Spending money	6.50		105.35
Care of health	4.00		
Incidentals	3.00		11.65
	105.35		

The surplus was being used to pay off a dental bill for the mother. In 1924 she had suffered with rheumatism, had had her teeth extracted and a new set made, at a total cost of $110—$20 remained unpaid on the bill.

The plan of the agent was to give a little more time for the clearing up of this debt, to get supplies, and lay in the coal supply for the winter before the mothers' aid should be revoked.

The mother and Mary were anxious to keep Ruth in school and to give her the training necessary to become a teacher. She was finishing the sixth grade with excellent marks.

Home conditions had improved since the family had been under supervision of the board. At the time of the visit the home was attractive and well kept. The kitchen was well furnished, with a good coal range, gas plate, ice box, dining table, adequate dishes, and cooking utensils. The living room, covered by a good rug, had a table, straight chairs, a victrola, and an accordion. The two bedrooms were each supplied with a double bed, with adequate equipment in good condition. The tenement was in a crowded part of the town, in the same neighborhood where the mother had lived during her whole married life. The flat of four rooms was built on the railroad plan, with one room directly behind the other. The living room was adequately lighted, with windows on the street, and the kitchen was bright from windows on a fair-sized backyard. The two bedrooms, however, had no outside ventilation. Windows had been cut into the adjoining rooms to meet requirements of the law.

The family seemed unusually closely bound by mutual affection. About twice a year Mrs. D took them to Coney Island for a picnic. During the winter they went occasionally to motion pictures. They were fond of reading, and got books from the public library. They subscribed to a daily paper and attended church and Sunday school every week.

The food seemed to be adequate—from 1 to 2 quarts of milk a day; vegetables and fruit every day; one meal at which meat and vegetables were served. The children did not drink coffee.

Mrs. D was described in the beginning of the record as having poor household management, but later it was stated that she laid in her supplies for the winter—potatoes by the bag, onions, cabbage, and turnips. The house contained a cellar in which such things could be kept.

RELATIONS BETWEEN THE STATE BOARD AND ITS CLIENTS

The manner of the agents with whom visits were made was in every instance courteous and kindly. Each of them accomplished tactfully the difficult task of making the mother feel that her position in the home as guardian of her children was respected, while she was obtaining the information which would show how adequate that guardianship was, and giving advice about ways in which it could be improved.

That this consideration in dealing with the families was a definite policy of the board was indicated by an incident which occurred during a visit with the assistant supervisor of the division. One mother, when asked to show where the children slept, hesitated and said "you won't scold?" The supervisor inquired carefully into her reasons for asking this and discovered that it was due to the attitude of an agent who had formerly visited her. This agent had been dismissed from the board because of her discourteous treatment of the families.

Though each field worker with whom visits were made showed unfailing courtesy and a good deal of tact, considerable variation existed among them in the extent of their interest in the families and their insight into the situation. One agent talking with a mother of four children who worked from 7 to 9 a. m. and 4 to 7 p. m. showed a keen appreciation of what the mother's absence from home during these hours meant in the home life; the children left to breakfast alone, get off to their school and work; the unsupervised after-school activities; the mother's poor eating habits from being away at mealtime, and the drain on her strength of the double responsibility of home and work. The realization that these conditions were causing the mother's irritability with the children and her critical attitude toward their desire for play made it possible for the agent to help her to meet her difficulties. Another agent in talking with a mother who was doing full-time factory work did not seem to appreciate what it meant for her to leave her four children before breakfast time, return for half an hour at noon, and come home in the evening and do most of her housework.

RELATIONS OF THE STATE BOARD TO OTHER SOCIAL AGENCIES

The field workers were furnished with a typed list of cooperating agencies arranged by counties (see p. 95) and were instructed to get acquainted with them and use them. In carrying out these instructions they were, however, handicapped by their lack of permanent connection with a community. Wherever there was opportunity to observe the relationship between the agent of the State board and the representatives of local agencies it was friendly, except in one instance, where a local agency complained that the State board worker changed so frequently that it was not possible to keep on a basis of mutual understanding.

However, many of the records read showed intelligently worked out plans of cooperation between the State board and the local agencies. The mother in one family was ignorant of matters relating to hygiene and care of children, could speak no English, kept house poorly, and could not earn enough to supplement the $27 relief granted in 1922 for her three small children. The local overseer of the poor helped with a regular weekly allowance for nearly three years, until her earning capacity at short-hour work increased from $6 to $10 a week. A worker from the international institute of the Young Women's Christian Association helped the State board agent to persuade the mother to move to better rooms, to attend a clinic, and to follow the health program outlined there. When the record was read living conditions and housekeeping were greatly improved. One child had had an operation for hernia and for removal of tonsils, and the mother and children were reported by the clinic to be in improved physical condition.

The mother in another family was obviously feeble-minded and incapable of managing her house and four children without much more help than the State board agent could give. The children were undernourished and dirty. As the mother was unable to handle money, the relief was for some time given her through the local overseer of the poor, who arranged credit for supplies for her. The county visiting nurse spent a great deal of time in supervision of the food and other health habits, and arranged hospital care for the 14-year-old boy when he needed an operation for appendicitis and treatment for osteomyelitis. The pastor helped in making social adjustments, especially for the 16-year-old boy, in whom he was deeply interested. At the time the record was read, what appeared to be a very satisfactory adjustment for the family had been reached by the help of all of these local workers. The family were occupying an excellent rear house, and the mother was given some employment in the home of the family in the front house. Her employer was kindly and gave considerable oversight and help with the food and housekeeping. The house and children were kept reasonably clean, and the mother was managing her income fairly well.

The need for help with the work which the local community was not organized to give is illustrated by the following family:

The family consisted of the widowed mother, a boy 12, five girls 16, 15, 10, 8, and 6, and boy of 4. The mother was a rather pretty, frail-looking little woman, suggestible, and evidently of not very high mentality. The dirty bedding and lack of order in the home indicated poor executive ability on her part. She had permitted the oldest two girls to sell dance tickets at a questionable roadside resort, and her defense of this course was that they could earn more with shorter hours of work than at the factory where the older one had been employed. The 15-year-old girl was crippled from infantile paralysis. The mother's lack of business ability was regarded as so marked as to cause the terms of a settlement made for an injury to three of the children to be arranged in such a way that the mother had no control over most of the money paid. She could use $1,500 of it only on condition that it be invested in a home for the family.

At the time this family was visited it was necessary for them to vacate the old hotel building, which they had been occupying free of rent, within the coming month, as it was to be torn down. The mother felt she must invest the $1,500 immediately in a place to which she could move. The choice she had made was an old house on low ground on the bank of a creek. The three children had received serious injuries the preceding year on a railroad, and the track of another road ran directly past this house. The house was too

small for the family of eight, and the bedrooms were poorly ventilated. The place altogether seemed almost as unsuitable a one as could be found for a residence for the family, and was probably a poor investment of the money.

What the agent urgently needed in serving this family was some local person or agency who would act as adviser to the mother and to whom she could leave the task of helping her find a place which would furnish adequate housing for her large family in safe and suitable surroundings, taking into consideration opportunities for employment for the older girls, and to see that the plans she made with the mother for having the girls give up the undesirable work were carried through.

No local agency for family welfare was available. The agent's visit to the town was necessarily hurried, and she was compelled to trust to an appeal to one of the business men with whom she had had no previous contact. He appeared interested and promised help in locating a home for the family.

This family had need of intensive service, such as only a local person or agency could give. Neighbors and church were friendly and interested, but no one felt the responsibility of seeing that plans were carried through. They were reluctant to offer advice, fearful of seeming officious and meddlesome.

ADEQUACY OF RELIEF GRANTED

Amount of aid.

The general attitude toward the amount of aid granted was generous, both on the part of the State board which recommended it and the judge who made the grant. So far as it was possible, the needs of the family were met within the restriction of the law. It seemed that most of the judges had become accustomed to giving the maximum allowance in every case and granted it without much question. Naturally, this amount was needed in most cases; much more than was possible to grant was needed in many. Comparison of the New Jersey law with those of other States may furnish some measure of the possibility of giving adequate grants under the New Jersey law. Of the 44 States and Territories which in 1925 had mothers' aid laws in operation (including 8 which did not specify the amount), only 8 had a maximum grant lower than New Jersey,[12] These were Arkansas, Idaho, Missouri (in one county), New Hampshire, Oklahoma, Texas, Vermont, and Washington. (The Delaware and Maryland maximum was approximately the same as the New Jersey maximum.) The laws in 9 additional States and in Missouri in counties of under 50,000 population set a family maximum at $40 or more. In the larger families this would operate to make the maximum grant smaller than in New Jersey, although more could be given for one, two, three, or four children; New Jersey fortunately had no family maximum prescribed.

It should not be assumed, however, that every family in New Jersey receiving a maximum grant would need to be raised to a new maximum if that should be made possible by a change in the law. Many of the families were receiving assistance that was adequate; that is, the total income was sufficient for their needs and the

[12] In order to make comparison possible the maximum amounts specified in the laws of the various States have been reduced to the maximum amount which might be allowed for a family with three children.

mother was not working beyond her strength or at the time when she was needed at home with her children. The following families visited are examples where the relief appeared to be sufficient:

A family consisted of a young mother with two boys, 5 and 3 years of age. They lived in a three-family house in excellent condition in a good residence district. There was a small front yard with a hedge of box and flowers and a flower garden in the back yard. Across the street was a public park. The house was owned by the mother's parents with whom she shared the five-room flat on the top floor. The flat had a bathroom, gas, and electricity. The mother slept with her two children in the front bedroom which was large enough for one double bed and a crib. The light and ventilation was unusually good, as it opened on the large living room. The beds were very clean and the living room was well furnished. The two families shared the well-furnished kitchen and dining room. The place was orderly and very clean.

The mother earned about $7 a week at home sewing, and received aid of $20 a month.

The whole family were neatly and suitably dressed. At the time of the visit the children were having their breakfast, using milk freely with their bread. The mother said that they had fruit every day and vegetables once or twice a day. She said that she kept her own food material separate from her parents, and that she paid them $10 a month rent. It seemed certain that they would not permit her to do without anything which they considered a necessity as the relationship between them was evidently very close and warm.

In another family two sons and a daughter were working. The mother received a total of $136.50 a month from the three and a grant of $25 a month for the four younger children, 15, 14, 10, and 7 years of age. She owned, free of mortgage, the house they occupied, a concrete, six-room, two-story house on a quiet village street. There was a front and side yard with grass and flowers, a vegetable garden, and a chicken run in the back. The house was well ventilated, but it was said to be damp and cold.

The living room had a good rug, a piano, some comfortable chairs, and a table. The house had a coal heater for the winter. The kitchen had a coal range and a gas stove. It contained a dining table large enough for the family, and sufficient dishes and other equipment. Three bedrooms on the second floor were large enough to accommodate sufficient beds, so that no more than two persons slept in one bed.

The mother said that they had 2 to 3 quarts of milk daily and that the children did not drink coffee. They had fruit frequently, though not every day but fresh vegetables in abundance; meat once a day; and fresh eggs from their own hens of which they had about a dozen. The two children seen appeared to be well nourished.

The mother and children were very neatly dressed in suitable clothing.

It seemed that other families might with better adjustment of the mother's working hours, better vocational placement of children at work, or the use of undeveloped natural resources, be able to get along adequately, although they were not doing so at the time the case was studied.

One family consisted of the mother, a frail looking little woman, a girl of 19 and a boy of 16 working, and younger children of 14, 13, 11, 8, 6 and 4 years.

The house in which they lived was a 2½-story one on a street of small shops. The family had three rooms back of a storeroom on the first floor, with a toilet off the kitchen. There was a small back yard with a grape arbor, but it was piled with plumbing supplies. The house was owned by the mother's father, and her brother, who was a plumber, shared the upper part of the house with him. Everything was clean and orderly.

The kitchen was very large, contained a coal range, gas stove, and a good-sized dining table. There seemed to be enough dishes for a family meal, with cooking utensils in good condition. It contained also a folding cot, on which three of the children slept. One of the two bedrooms contained two beds and the other one bed. The mother and girls occupied one of the rooms and the two

older boys the other. The beds were clean, and seemed to have sufficient linen and coverings. The mother spoke of having gone into debt the winter before for sheets and bed coverings.

The following estimate of the needs of the family compared with the monthly income indicated that their living standards were normal, except for suitable housing. The family continued to live in these rooms because the grandfather allowed them such low rent:

Estimated budget		Income	
Rent	$10.00	Mothers' aid	$48.00
Food (including a special diet for the mother)	87.00	Daughter gives	56.33
Clothing (partly given, and boy buys part of his from his wage not turned over to the mother)	35.00	Son gives	56.33
Fuel and light average for the year, including heating stove	9.00	Mother makes in the store	5.00
Household expenses	6.30	Total	165.66
Spending money for daughter	4.00		
Care of health	5.00		
Wet wash	5.50		
Incidentals	6.00		
	165.80		

The mother said they had 4 quarts of milk daily and the children did not drink coffee. They had fresh vegetables and fruit daily (a large dish of string beans was being prepared for dinner at the time of the visit), meat two or three times a week, prepared cereals occasionally. Italian oil and cheese was used, but the mother rendered leaf lard for cooking fat.

The mother had on a neat cotton dress and the 4-year-old boy, the only child at home when the visit was made, wore a good coverall. He had the appearance of being in superior physical condition—well grown, active, with a good color and a happy expression.

This study was not sufficiently detailed to indicate the proportion of the total number of families who would fall into the two groups; that is, the ones where the relief was adequate with the present plan of life and the ones where it would be possible to work out a new plan which would make an adequate standard of living possible without additional relief. In a third group were the families for whom more relief was necessary in order to enable them to maintain a normal family life. This group contained some families who were receiving additional relief necessary, or a part of it, from other sources, some who were living on a standard too low to permit normal development of the children and wholesome life for the adults, and some who were maintaining good living standards through the mother's overburdening herself with outside work.

Supplementary aid from public and private agencies.

The New Jersey Association of Family Social Workers, to which representatives of more than 30 private organizations of the State and two overseers of the poor belonged, had discussed at their monthly meetings the subject of supplementing the aid given under the mothers' aid law and had decided that they should not do so, on the ground that the public should give adequate aid to the families for which it was caring through the State board. However, in actual practice, the private-relief organizations did supplement the aid in some cases, and the overseers of the poor would usually help when requested to do so by the agent of the State board.

During the month of January, 1925, the Social Service Bureau of Newark gave additional relief to 11 families, and the city poor and alms department gave regularly to 10 of the same families. The amount paid to these 11 families through the State board totaled $331 a month, and the combined relief given by the social service bureau and the poor and alms department totaled $551.40. These figures give another measure of the extent to which the allowances possible under the present law are adequate as each of the 11 families were receiving the maximum grant. Some of the individual cases show more clearly the inadequacy of the aid:

Mrs. M, whose husband had died of tuberculosis received a grant of $34 a month. She was in poor health, unable to do more than care for her four children. The social-service bureau gave aid of $65 a month and said that they wished to do more as the family were living in two rooms and it was extremely desirable for them to get more adequate housing.

Mrs. F, who was also physically unable to work, received $12 a month for her one child. The social-service bureau gave $5 a week and the poor and alms department gave $5.

Mrs. T, with 6 children too small to make it possible for her to go out to work received a grant of $48 and $47.75 from the social-service bureau.

Low standards of living caused by inadequate relief.

The following family is illustrative of those living on a standard too low for normal development:

The mother had been receiving aid since March, 1922. At first she received $48 for 6 minor children, which was changed in 1924 to $41 when one girl became 16. At the time they were visited the 16-year-old girl and her older sister were working in a factory, rather irregularly, earning $3 to $8 a week. The mother was considered of low mental grade and could speak no English. She did no work other than the care of the home. The younger children were 15, 13, 11, 8, and 5 years old.

The family lived in three first-floor rooms of the one tenement in the village. This building had three stories with two families on each floor. Each floor had a toilet in the hall for the two families. The toilet would flush, although it was by no means clean. The light and ventilation were fairly good as the building stood alone, surrounded by ground quite bare of grass or trees. The state of repair and cleanliness of walls was reasonably good.

Inside the rooms were clean and in order, though very bare. The kitchen table was not large enough for the eight people to have a meal together. Over the sink hung 8 granite cups and on a shelf were plates and a few chipped stew pans. The chief furniture of the bedroom was three beds—one for the mother, the 15-year-old girl, and the 5-year-old boy; one for the two girls who worked; and one for the three boys of 13, 11, and 8. The living room showed an attempt at decoration and comfort; it contained a large fancy vase, a table with a coal-oil lamp, and two or three rocking chairs. The floor was bare.

The family said that their breakfast consisted of bread and coffee and the lunch was usually the same. They had a quart of milk each day to put in the coffee. The dinner consisted usually of macaroni and a vegetable. They had meat on Sunday only, but sometimes eggs at other times. They had fruit once a week. The children were kept under observation by the antituberculosis association.

The mother and children were shabbily dressed, but were fairly clean and the clothing was whole.

Families in which the mother was overworked.

One of the consequences of inadequate grants that should cause the greatest concern was the overwork of the mother. In some of the

families where the mother held a full-time job outside the home and where there was no one living in the household to give the children adequate care in her absence, she earned enough to supplement the aid granted and an adequate standard of living from a material standpoint was maintained. The aid, however, should not be considered adequate in these cases, as the children were not receiving the care and training they needed, and the purpose of the law, to "promote home life for dependent children" was not being fulfilled. In other families even the mothers' full-time wage did not furnish enough for adequate living, and if they did not receive additional relief the lack of proper food, housing, and clothing was added to the disadvantages of lack of parental care.

In Burlington, Essex, Mercer, and Monmouth Counties 106 mothers to whom aid was granted between January 1, 1922, and January 1, 1923, were still receiving aid on April 1, 1925, or on the date of the last entry when the record was read. Presumably these families had arrived at the best adjustment they were able to make on the amount of relief given, as they had been two to three years on the aid list. Of the 106 mothers, 67 were working full time away from home, 17 were working part time away from home, and 22 were employed at home.

In the 67 families in which the mother worked away from home on a full-time basis there was 1 child each in 16 families, 2 children each in 20 families, 3 children each in 13 families, 4 children each in 14 families, 5 children each in 2 families, and 6 and 8 children, respectively, in 2 families. Twenty-one of these families had 1, 2, or 3 children under 6 years of age.

In addition to the children receiving aid in these families, 1, 2, or 3 children in 20 of the families were not receiving aid and were probably 14 years of age or over.

This would indicate that more than half the mothers receiving aid found it necessary to go outside the home for full-time work in addition to the grant allowed. Forty-eight of the 67 mothers working full time received the maximum grant possible under the law; 19 received a smaller amount.

A few instances among the cases studied showed that the full-time work away from home did not seem to have the effect of breaking the health of the mother or of causing the neglect of the care and training of the children. For example, in one family the grandmother lived in the home and helped with the care of the children and of the house; the mother's work was clerical and left her less wearied at the end of the day than in instances where the women worked at hard physical labor.

However, in a large majority of the families visited or of the records read, it was evident that the children were neglected in the mother's absence and that she was rendered unable by her outside work to give them the best care of which she was capable. In the following family, for instance, the mother's health seemed to be in great danger of being seriously impaired:

A family in which there were four children, 14, 10, 8, and 4 years of age, had been receiving a grant of $34 a month since April, 1924.

The mother worked in a jute factory from 4.30 p. m. to 1.30 a. m., five nights a week when there was plenty of work, but recently it had been only three or four nights. No one assisted in the care of the children. The mother got up at

7 o'clock in the morning, after about six hours' sleep, and got the children off to school. During the day she did the housework, and some sewing for neighbors in addition. The 14-year-old girl was charged with seeing that the children came in at 8.30 to go to bed. The mother said that the night work was very hard on her as she did not get sufficient sleep, but she thought she could not manage any other way until the 4-year-old boy was old enough to go to school, as there was no one to look after him in her absence.

The mother's lips were pale and her voice husky. She had varicose veins. The physician had made a diagnosis of chronic bronchitis and advised that she should not work in the jute mill. She said, however, that the file mill, which would be just as bad, was the only other place she could get work.

The oldest girl was very thin and anemic looking, and the mother said that she was nervous. She had several carious teeth. The 10-year-old girl was probably considerably underweight and did not look strong. She had several carious teeth. The 8-year-old boy looked fairly well and had been fitted with glasses. He had several carious teeth and a sore on his arm, which had been there for a number of months and was said to be improving under treatment. The 4-year-old boy was not robust looking but was fairly well grown. He had several carious teeth. The mother and all the children were under the care of a physician.

The mother seemed devoted to the children and their attitude toward her and toward one another seemed very good. The oldest girl said that the children did what she asked them when their mother was away. Both the girls were very shy. The children attended parochial school and went regularly to church. The children went occasionally to motion-picture shows, but the mother said she never had time to go.

This mother was very badly needed in the home because of the frail health of the children; her own health was probably being seriously undermined by the strain of work and the care of the home.

Her earnings appeared to make adequate living possible. The family were neatly dressed, the beds clean and well furnished, and the house had sufficient household equipment. The diet included too much meat and too little vegetables and fruit, but enough milk. The money spent was sufficient for a good diet, if the food had been chosen more wisely.

In another family, although the mother worked in the dye works from 7 a. m. to 5 p. m., with an hour off at noon, she could not earn enough to supplement her grant of $34. She had boys of 10, 8, and 6, and a girl of 2 years. The local charity organization society sent a quart of milk daily and the overseer of the poor gave $1.50 each week.

The factory was a 10-minute walk from the home. On the day the visit was made the mother came in about 12.20 carrying the baby whom she had picked up at the home of the neighbor who cared for her during the day. The child's face and hands were very dirty. The mother hastily dished out to the hungry children the string beans she had cooked before leaving that morning and gave them homemade bread and butter. She did not eat with them, saying that she carried a sandwich to work and ate it before she came home. She was a well-built young woman and did not show signs of the strain she was under except in her worried expression and her irritation at finding the kitchen floor littered with remains of the breakfast the children had finished after she left in the morning. It was apparent that it had been scrubbed the night before. She said it was often 10 or 12 o'clock at night before she finished the work, as she did all of the baking, washing, and ironing.

The house was very clean and in order except for the breakfast litter. A bed had broken down since the last visit of the field agent and part of the family were sleeping on the floor. The agent made arrangements that day for another bed. Otherwise the household equipment was sufficient.

The food appeared to be fairly adequate and mother and children were neatly dressed.

The children were being left, however, to their own devices both before and after school and when the mother was with them she was too tired and harassed to give them the training they needed.

In a number of instances read in the records the mother's absence at work had resulted in truancy in the children.

The inadequacy of the grants under the home life act had given rise to a situation in which the group of dependents who were regarded universally as having the greatest claim to consideration at the hands of the State—the widowed mothers with small children, left unprovided for by the untimely death of the father—could be treated with the least generosity. One of the homes visited during this study was that of a widow who received $20 for her two children under the home life act. Although a 19-year-old son helped with the support of the family, the mother found it hard to keep her children properly clothed, as she was herself unable to do more than the work of her household. She found it difficult to understand why her niece, whose husband had deserted and afterwards committed a crime which sent him to the State prison, should receive the necessary clothing for her three children and $46 a month for them under the dependent children's act.

The family of a man in a State institution can be cared for if they are in need under the dependent children's act, and board paid to the mother at the rate of $15 a month for each child plus clothing, milk, and medical care provided as needed. The widow of his neighbor who died before his family became dependent can receive for the care of her children no more than the fixed sum of $20 if she has two children, $27 if she has three, and so on. It will be necessary, if she has no other means of support, to take full-time work outside her home to supply them with necessaries. The family to whom the father may return can be cared for adequately without undue strain on the mother, but the one for whom there is no such hope may live only by the mother giving most of her time and attention to outside work instead of to the care of her children, with a consequent breakdown in many instances from the strain of the double duties of home maker and wage earner.

Such conditions do not take into account the possibilities of revoking the grant to a mother under the home life act and placing her children to board with her under the dependent children's act. Among the 412 mothers who were receiving board for their own children at the time of the study, 132 had been transferred from receiving aid under the home life act. (See p. 97.) Some others for some special reason were granted relief originally under the dependent children's act although they were eligible for mothers' aid. These families were small in number, however, compared with the 2,510 mothers receiving aid under the home life act at the time of the study.

Employment of children in families granted aid.

In the families granted aid in Essex, Mercer, Monmouth, and Burlington Counties between January 1, 1922, and January 1, 1923, were a number of children between the ages of 14 and 16. Twenty-three of these were employed regularly; 7 in factories, 3 in rubber and motor companies, 2 in domestic service, 1 each in a mill, a book bindery, a grocery store, a bakery, as a messenger boy, an errand boy, a salesgirl, and 4 in occupations not reported. These children earned between $7 and $18 a week—the highest wage was that of the one employed in the book bindery.

Eighteen children between the ages of 14 and 16 worked out of school hours at selling papers, house and office work, errands, caddying, taking tickets at motion-picture houses, and odd jobs, earning from 70 cents to $5.50 a week. Two children, 16 and 18 years of age, were doing part-time work, presumably after school.

Of 87 children 16 years of age or over working, 39 worked in factories, mills, or shops, 4 in electrical works, 5 at sales work, 2 in offices, and the work of 18 was not reported. The others worked singly in scattered occupations, such as telephone operators, messengers, drivers of automobile delivery trucks, in buildings, and on railroad tracks, and in the street department. The wages for the largest number of these children ranged from $11 to $19 a week. Only seven earned $20 or more. One 21-year-old factory worker earned $35. Eight earned less than $10—two 16-year-old factory workers earned as little as $7 a week.

That a number of children eligible for working permits were permitted to remain in school shows the generous policy of the department in this respect, which was to encourage extralegal schooling wherever the child showed a desire to remain in school.

PETITIONS FOR AID DENIED

Examination of the records in cases where the petition for aid had been denied by the courts bore out the belief that the courts were inclined to be generous so far as the limitations of the law permitted. A very small proportion were denied on the ground that the home was unfit, the remaining ones because the family could be self-supporting or be assisted adequately by its relatives without undue hardship to them. In most cases the record contained satisfactory evidence that these conditions existed. In a few, where the evidence was lacking, the inference was so strong as to justify the assumption that they existed. Following are some cases which seemed typical:

Mrs. A, whose petition was dismissed May 19, 1925, had a son earning $21, and a daughter $16, a week. She had, in addition, a child of 7 and one of 3 years. She was in good health, and had $1,283 left of her husband's insurance.

Mrs. B, whose petition was dismissed December 24, 1924, had living with her four children, 10, 8, 7, and 3½ years of age, and had four older ones in Europe. She had received $595 insurance three weeks earlier, and the investigation showed that she had sent $425 to Europe soon afterwards. Her present income was a weekly insurance payment of $14.98, to last 26 weeks, and $8 a week from a boarder.

Mrs. C provided a home for a brother and a sister who were working, and the judge decided that in return they should support her and her three children, 5, 3, and 1 years of age.

Mrs. D's only visible income when her petition was dismissed November 27, 1923, was $6.50 a week, the factory wage of the 15-year-old girl. Two children were in high school and two in the grades. They lived in an expensive flat, were unusually well dressed, and the mother had refused aid from the overseer of the poor.

Another petitioner, whose case was dismissed, had $623 in bank, $1,200 on a mortgage, and an income of $60 a week from boarders. Her three children were 15, 13, and 10 years of age.

STANDARDS OF LIVING IN FAMILIES GRANTED AID

Thirty-four families were visited during the survey in company with the field agent. The mother was interviewed in all except two instances in which the children only were seen. The mothers showed the sleeping arrangements and household equipment, described the food habits, and gave an estimate of expenses.

Housing.

The housing was on the whole very good. A large number of the families outside the cities of Newark and Jersey City occupied detached houses with sufficient land to make it possible for them to have a yard, garden, and chickens. Sufficient outdoor play space was had for the children. The houses were sufficiently ventilated and lighted, and were apt to be large enough to make adequate sleeping arrangements possible, and to provide room for the social life of the family and for the housekeeping operations.

In these detached houses, with considerable yard space, the conditions did not seem bad even where the number of rooms was inadequate.

A family with 8 children lived in a three-room cottage with an adjoining lot belonging to the cottage which separated it well from its neighbors. A basement was used for a summer kitchen. Each of the three large rooms was used for sleeping. In one bedroom were two beds. The mother slept with one of her daughters, and the three other girls in the second bed; two of the boys slept in the kitchen and two in the living room. Everything was spotlessly clean, and orderly, and except for three children sleeping in one bed, the overcrowding did not seem objectionable. The children played outdoors all day, and the older ones were boys who probably did not feel the need of more indoor space for their social life.

In many of the homes in the larger cities there was overcrowding, poor ventilation and lighting, and lack of outdoor play space for children. In Jersey City and Hoboken several instances of the objectionable "railroad flat" were observed. These were of four rooms, arranged one directly behind the other with outside windows in only the front and the back room. The dark rooms were of course invariably used as bedrooms, the front room being the living room and the back the kitchen.

Household equipment.

In eight instances sleeping arrangements were crowded to the extent of three persons to a bed, but no instance was found of a larger number of persons sleeping in one bed. In four of these, three children were together, and in four a mother was with two children. In two instances boys over 6 years of age were sleeping in the room with the mother or older sisters. The beds were sufficiently equipped with linen and covers in most instances. A few said they had not enough warm covers for winter and one home had almost no linen and the covers were tattered and dirty.

In 24 of the homes a living room, often very comfortably furnished, was devoted to the social life of the family. Each had at least a table, floor covering, and a few rocking chairs. Seven families had a piano, four a victrola, and one an organ. In the other 10 homes the living room was used also for sleeping or the kitchen was also the living room.

The equipment for preparing and serving food was adequate in most instances. In three families the table was not large enough for a family meal and dishes and cooking utensils were scanty. Most of the families who did not have the use of a cellar had an ice box.

The housekeeping was poor in only two instances, fairly good in four more, and clean and orderly in 28.

Food.

Of the 34 families visited, 14 were having enough milk to provide a pint or more a day for each child and a half pint or more for each adult in the family. Eleven additional families were having an amount that came near this standard, although not quite meeting it. The remaining nine were below this standard. Three families were having canned milk only; four school children and two older ones, working, were in these three families. Three families were having only 1 quart of milk each; two of these families had seven children each, and the third had four. Another family with six children had 1½ quarts, and another had perhaps none as the children were found drinking coffee at lunch, and said that they had had coffee for breakfast. The mother in this family was not interviewed. In 14 families the children drank coffee habitually.

In 11 of the 34 families, from the statement of the mother the food appeared to be adequate, that is, 1 pint or more of milk for each child daily, and a half pint for each adult; vegetables and fruit daily; and meat or meat substitutes daily. There was no reason to believe that the quantities provided were not adequate. Nineteen other families had a reasonably good diet, although it fell short in some particulars of this standard. In the four other families the food appeared to be very inadequate.

In one family with school children 8, 11, and 13 years old, and a girl of 18, and a boy of 25, working, no fresh milk was used. The children drank coffee or tea three times a day. The children ate their lunch while the visit was in progress. In consisted of bread, butter, and coffee with canned milk. The mother said that their chief meal was frequently stew, often made with barley, rice, or cabbage.

Clothing.

The clothing of mother and children appeared to be adequate in most instances. The mothers wore wash dresses suitable for housework and the children cotton rompers, dresses, or overalls, suitable for play and reasonably whole and clean. Some were attractively dressed, others wore very much mended clothes. Except for a few torn sleeves and buttonless garments the clothing showed good care. Most of the mothers had a sewing machine and all did more or less home sewing.

Standards in families visited.

Standards of living may be illustrated by a report of the visits to families living in a village, a large city, and a mill town:

The village family consisted of the mother, five boys, 17, 16, 15, 9, and 5 years of age, and three girls, 12, 11, and 7. The house, a three-room cottage with a basement, had a good size front yard and a large back yard in which there were chickens. The mother owned the house and the adjoining lot, which was fenced in for a garden. The house was in a quiet part of a village, with plenty of outdoor space as it was well separated from its neighbors. The only water in the house was from a tap in the basement and there was a well in the yard.

The living room had a floor covering of linoleum and contained an open bed, a table, and some straight chairs. The kitchen had a folding bed and a dining table. The bedroom contained two beds, in one of which the mother and one daughter slept and in the other the two girls and the little boy. Two of the boys slept in the living room and two in the kitchen. The house was very clean and orderly and appeared to be in good repair.

The mother occasionally went out for a day's work and sometimes did washing at home, averaging about $3 a week. She took full care of the garden on the vacant lot, but she said that the soil was poor and that it yielded little. At the time of the visit the oldest boy had recently obtained a position with a good salary, all of which he gave to his mother. The compensation of $48 a month which the mother had received at the death of her husband had just expired.

The mother stated that the men who had worked on the railroad with her husband frequently brought her wood and the children also brought home wood. She also stated that the use of milk was irregular—2 or 3 quarts daily—and that all the children drank tea and coffee, in combination with which the milk was used chiefly. They had green vegetables every day and some fruit which she bought on alternate days from a peddler. They had meat once a day and soup was often the main dish. The food had probably been less adequate before the oldest boy had obtained work. He carried to work a lunch of meat sandwiches and fruit.

All the children except the oldest boy were seen either at school or at home; they were neat and clean, but their clothing was worn and patched. The children were up in their grades except the 16-year-old boy, who was retarded two years, and the 9-year-old boy, who was retarded a year and a half.

The mother was very thin and her teeth were in bad condition; the children were also too thin and looked poorly nourished—they all had bad teeth and none of them had had any dental care.

The relationship between the mother and the children appeared to be excellent. The oldest boy gave his mother all his money and asked very little in return; he came home early at night and went to bed so that he would be able to work the next day on the railroad tracks—work that was too heavy for a boy his age. He insisted that the work was not too heavy and that he could do it. The teacher spoke very highly of the children and the family and their manners were pleasing and frank. They went to church and Sunday school every Sunday.

Their monthly income and their estimated budget at the time of the visit were as follows:

Estimated budget		Income	
Taxes on house ($62.98 a year)	$5.25	Mothers' aid	$55.00
Upkeep	5.00	Mother's earnings	12.00
Food	88.00	Boy's earnings	108.33
Clothing	36.00		
Household expenses	6.30	Total	175.33
Fuel and light	5.00		
Insurance	5.50		
Health	10.00		
Spending money for oldest son	4.00		
Incidentals	9.00		
Total	174.05		

A family, consisting of a mother, grandmother, and three girls, 14, 8, and 5 years of age, lived in a quiet but rather poor residence neighborhood in a large city. The house of 7 rooms in a two-story detached building was in good repair, with walls freshly cleaned. They had no front yard and the back yard was used by the landlord in his milk business, but a park was within walking distance, where the children went to play.

A man boarder had a bedroom on the first floor; on this floor also was a sitting room in front, newly furnished with a rug, a "parlor set" of imitation leather, a table, and a victrola; and a combined kitchen and dining room, and a bathroom with a hot-water attachment. On the second floor were the sleeping quarters of the family—the grandmother alone, the mother with one of the children, and the other two in separate beds. All the rooms were well ventilated and lighted and the house was exceedingly clean and orderly. They had plenty of bedding in good condition, enough dishes and cooking utensils, a sewing machine, and an ice box. The sitting room was heated by a gas log in the fireplace, and the bedrooms by a coal stove.

The mother worked in a factory. She stated that they used a quart of milk regularly and occasionally a second quart every day, and that the oldest girl bought milk at school. The children did not drink tea or coffee, but would not eat cereal. One little girl would eat no breakfast unless specially urged. They had vegetables and fruit every day and meat usually once a day. The mother ate a luncheon of spaghetti, prunes and tea, with bread and butter when she came in from the factory at the time the visit was made.

The mother looked very neat and clean, but was shabbily dressed, the grandmother wore a suitable house dress, and the only one of the children seen had on a very dainty dress which had been given to her and was very neat and clean.

The oldest girl was in high school and was advanced one year beyond the average grade for her age; the 8-year old girl was in the average grade for her years.

The mother looked very thin and frail, though she said that she felt well and was able to do the family washing when she came in from work. She limped slightly and a statement from a physician in December, 1922, said that her hip had been dislocated since childhood and recommended no treatment. The grandmother was feeble from old age, but got about fairly well and did not complain of ill health. The little girl who was seen appeared to be well nourished.

The relationship between the members of the family appeared to be close and affectionate. The mother and grandmother were very proud of the record of the high-school girl. The mother had gone with her recently to a high-school play, and they had recently taken the whole house so that they might have a downstairs sitting room for her friends. They were on good terms with their landlord who had recommended their boarder to them; the grandmother proudly related that the daughter had at one time owed seven months' rent but had paid it all. They were friendly with their neighbors and spoke of the children's going to a party in a neighbor's house. The children went to Sunday school and on the Sunday preceding the visit the Sunday-school superintendent had driven them home. The mother went to church sometimes on Sunday evening, but she could not spare the time to go regularly, and she did not have time for recreation.

The atmosphere of the home was wholesome, both physically and socially. The mother was interested in cooking and tried to do as much of it as she could—she was inclined doubtless to sacrifice herself too much for her children.

The monthly estimated budget and their income were as follows (the deficit seemed to come out of the fund for clothing, part of which was made up by gifts):

Estimated budget		Income	
Rent	$36.00	Mothers' aid	$27.00
Food (including that of boarder)	60.00	Boarder ($12 a week)	52.00
Fuel and light	7.00	Mother's earnings	65.00
Clothing	25.00		144.00
Household supplies	6.00		
Payments on furniture	3.00		
Insurance	6.07		
Incidentals	7.00		
	160.07		
	144.00		
Deficit	16.07		

An Italian family consisting of a mother and two girls, 13 and 12 years of age, lived in four pleasant, well ventilated rooms on the second floor of a tenement house in a fair residence neighborhood in a mill town.

The visit to this family was confined to about 20 minutes as the mother had to return to the mill at 1 o'clock. Neither of the children was seen. A 10-year-old boy was in an institution.

The house was in good repair, clean, and in order, and had an inside toilet. The floors were covered with linoleum. The living room had some rugs, a table, and straight chairs. The mother occupied one bedroom, and the two girls the other in a double bed. The beds had good linen and covering. The kitchen had a coal range, a gas stove, an ice box, a table large enough for a family meal, sufficient cooking utensils, and dishes in good condition.

The mother stated that they used 1 quart of milk a day and that the children did not drink coffee. They had fresh vegetables every day, fruit most days, meat two or three times a week, and about 2 dozen eggs a week. The mother did her marketing after work in the evening and prepared the food for dinner, which she cooked in the morning before leaving for work.

The mother was neatly and suitably dressed in a cotton dress. She looked in good health, and said that the children were well. She seemed anxious about leaving the girls alone while she was at work during the summer vacation, and asked the agent to obtain a work permit for the oldest girl so that she could work with her. She wept when she found that this could not be done because the girl was under 14. She felt that "something might happen" if she could not watch the girl and had to leave her on the street all the summer, although she insisted that the child had done nothing to make her feel uneasy about her and that she was a good girl.

The monthly income and the estimated budget were as follows:

Estimated budget		Income	
Rent	$19.00	Mothers' aid	$20.00
Food	34.20	Mother's earnings	73.67
Clothing	16.00		93.67
Fuel (average for the year)	6.00		
Household expenses	4.35		
Insurance	4.35		
Health	3.00		
Incidentals	3.00		
	89.95		

STANDARDS OF WORK OF THE BOARD OF CHILDREN'S GUARDIANS WITH REGARD TO MOTHERS' AID

The following standards of work were outlined in conference with the professional staff of the New Jersey State Board of Children's Guardians, chiefly by the superintendent of the board and her assistant in charge of the home life department. They show something of the ideals of family welfare toward which the staff was consciously

working, although the actual practice, as shown in the preceding pages, was in some respects very different. These differences were caused in most instances by inadequacy of staff.

OBJECT OF AID TO MOTHERS WITH DEPENDENT CHILDREN

The "pension" or relief should enable the mother to stay in the home to care for her children. The amount should be sufficient to maintain them in the same manner as though the husband were living and supporting the family.

INVESTIGATION

The objectives of the investigation made before the aid is granted should be to determine the technical eligibility, the economic need, and the physical, moral, and mental fitness of the mother. It also should cover partly the need for other than financial service, such as health and social adjustment.

To this end the following verifications from public records should be made: (*a*) Death of the last husband and previous ones if such existed; (*b*) births of all the children; (*c*) marital status, including former marriages and divorces; and (*d*) all property interests.

The economic situation should be looked into further through consultation with insurance companies, banks, or other sources. Present employers should be consulted and verification of wages made of all members of the family employed.

A written summary of their contact with the family should be obtained from all social-service agencies who have been interested.

Grandparents on both sides should be visited when living and also brothers and sisters of the father and mother. The object of visiting the relatives is not only to determine their financial status and ability to give economic help, but also to get information about the character of the petitioner and the history of the family.

Employers, past and present, should be consulted not only for verification of wages but also for the information they can give about the character of the worker and the kind of work.

The physician should be consulted when any member of the family is under his care for information regarding both the physical condition and character.

The pastor should be consulted to determine whether the mother is doing her duty in regard to the religious training of her children and for information about the character of the family.

Former neighbors should be interviewed in certain cases for information about the character and habits of the family. Visiting the present neighbors should be avoided whenever possible, as such visits give rise to gossip in the neighborhood and are apt to cause an odium to attach to the petitioner.

SUPERVISION

Economic situation.

The family income should be brought up to the budget estimated as necessary to maintain a normal standard of living. An income above the estimated budget is permissible when a family needs to replenish household necessities such as blankets, beds, or other equip-

ment. If the income including the grant is below the estimate and the grant can not be increased under the law, a canvass of the natural resources of the family should be made, that is, the possibility of increasing the earning power of any member of the family employable, or of obtaining help from relatives.

If such resources are not sufficient, an appeal should be made to the overseer of the poor for additional relief. If he refuses, or gives an insufficient amount, an appeal to private charity should be made by the agent.

In making the grants, ownership of property should be allowed up to a value which makes its expense no more than equivalent to reasonable rent. This will vary according to the number in the family and the age and sex of the children. Cash on hand or savings should be allowed up to $500 in case the law is amended to make adequate grants possible. Under the present inadequate system, cash should be allowed up to $1,000 or $1,500.

In addition, carrying insurance which will provide for burial should be permitted.

If children fall heir to property while they are in the care of the board, repayment of money that has been paid for their support by the board should be asked where it is possible for it to be made.

Relatives should be made to feel their responsibility for the dependent family. Grandparents are liable for the support of grandchildren and should be held to a contribution when they own sufficient property. They should not be deprived of what they need for their old age. Relatives not liable under the law for the support of the family should be appealed to for help if they are able to give it.

The amount of the grant should be based upon the difference between the actual income of the family and the estimated budget, rather than the potential income; that is, where there is unemployment, the possible income from the work of the unemployed person should not be counted. Later when work is obtained the grant should be revised according to the change in income.

A child, living in the home, who is working should give all his wages to the mother until he becomes 21. After he is 21 he should pay a man's board—not less than $15 a week (based on 1925 living costs).

The estimated budget should include the following items: Rent: taxes, upkeep, and interest (if house is owned); food; clothing; fuel for heat and light; household expenses; insurance; recreation; care of health; education; emergencies.

Clothing.

The clothing for mothers and minor children should be as good as an ordinary workingman's family would have. Clothing for the working children should be determined by their position. They should dress in the same manner as is the custom with other workers in similar positions. Proper care of clothing, mending, and home sewing, where it is practicable, should be encouraged.

Food and fuel.

The standard of food should include a quart of milk a day for each child, fresh vegetables daily in addition to potatoes, daily use of fruit (which may be partly dried) and butter; and meat at least four times a week.

The allowance for fuel should be sufficient so that gathering fuel should never be necessary or permitted. The fuels considered suitable for summer use are gas, coal oil, and charcoal; for winter, hard coal.

Ice is a necessity in the city during hot weather, but may be dispensed with in the country where a cellar is provided.

In management of income the agents should advise with the mothers and pass along suggestions they receive from one to the other. The mothers should be encouraged in home preparation of food, but not in baking. In encouraging garden making, the danger of overwork for the mother should be considered. The children may be encouraged in having their own special garden. Chicken raising, when practical, should be encouraged. Buying both food and fuel materials in large quantities should be encouraged where there is storage space.

Health.

Physical examination.—When there has been contact with tuberculosis, venereal disease, or cancer, or when the mother says that she is unable to work because of her physical condition a medical examination of the mother should be required. When the mother appears in any way physically unfit, a physical examination should be urged strongly but can not be required. When the mother appears well and says that she feels well and there has been no contact with communicable disease, a medical examination may be dispensed with, but the subject should be fully discussed with her until it becomes reasonably apparent that none is necessary. Her need of dental work should receive careful attention and provision should be made in the budget for it when that is necessary.

Children should have a physical examination upon commitment. This should be made by a pediatrician and should be a thorough examination. After that a yearly physical examination is desirable, and teeth should be inspected once in six months.

For following up recommendations of the physician and dentist, a written report should be obtained and filed at the office of the State board of children's guardians. The consent of the mother for correction of defects should be obtained as soon as the report comes in. A separate file should be kept of these in order that neglect to give consent will be checked. All remediable defects, including dental care, should be cared for as early as possible. The agent in charge of the family should be charged with the responsibility of seeing that these recommendations are carried out.

Attendance of all infants at an infant-welfare clinic should be required wherever such clinics are available. If the clinic serves children of preschool age these also should attend. Examinations at nutrition clinics should be required of all children wherever such clinics are available, and if attendance at the clinic is advised it should be required.

Mental tests.—When children are retarded in school two years or more, they should be given a psychometric test unless their attendance at school has been for some reason so short or irregular as to explain the retardation. When a mother is unable to properly manage her home and children and there seems to be nothing in the circumstances to explain this failure, she should be given a psycho-

metric test. When the mother or child appears insane or queer or if they manifest behavior problems of any considerable difficulty, they should be given a mental examination.

Reports to and from physicians.—A full report of the family history should be given the examining physician when an examination is asked. A full report of his findings together with his recommendations should be obtained from the physician.

Instruction in health habits.—The agents of the State board of children's guardians may be expected to give simple health instructions, such as regularity of meals, necessity for washing the hands before eating and before going to bed, the care of the teeth, sleeping times, play times; and simple rules about choice of food—the amount of milk needed by children, the reasons for keeping tea and coffee from them, the importance of green vegetables, and warning against the excessive eating of sweets and meat.

Environment of the family.

The average number of persons to a room should not exceed 1½ and should sometimes be no more than one, depending upon the age and sex of the children. All rooms should have outside ventilation, with cross currents of air arranged for in bedrooms. Every family should have an inside toilet with modern plumbing for its use alone. The walls of the house should be clean and the place in good repair. The family should be discouraged from living near railroads and other sources of danger. A yard or open space for play is necessary unless there is a public supervised playground near.

No family should be allowed to live in a building nearer than two blocks to a dance hall, cabaret, or other sources of possible moral danger. No more than two persons should be allowed to occupy one room or one bed. Brothers should be separated from sisters in sleeping arrangements from 3 years up, and sons from mothers from about 5 years up. Every bed should be equipped with a mattress in good condition, sufficient linen for one change a week, and two pairs of part-woolen blankets and a coverlet.

A minimum equipment for the living room consists of comfortable chairs, shades, curtains, a floor covering or small rugs, a receptacle for books, and a coal stove where there is no other heat provided. This room is of more importance in a family with older children, who should be encouraged to entertain their friends in the home.

For serving food a table large enough for a family meal with a chair for each member is required. Oilcloth may be used for everyday wear but there should be a cloth (which may be cotton) for best.

The social relations and attitudes of the family.

The presence of the mother in the home is necessary whenever the children are there. When they are in school or otherwise adequately cared for, the mother may be away. The only care of children except from a mother considered adequate is that which they receive at school or from a relative who lives in the home.

The relation between the mother and children is satisfactory when the mother possesses the entire confidence of the children and treats them with affection and solicitude and gives them good guidance;

when the children respond with affection and helpfulness, and have a feeling of responsibility for the home.

Men roomers or boarders should not be permitted in the home of a widowed mother, unless they are close relatives of her's.

The home should have the necessary equipment for games and simple sports, such as skating, playing ball, and coasting. A radio is very desirable, especially where there are older children who should find their social life at home as much as possible. Family outings, picnics, and all outdoor sports for the family as a whole should be greatly encouraged. A daily newspaper is necessary, and reading in the home and connections with a library should be encouraged. Motion pictures may be attended as often as once a week if the mother is careful in her choice, going with the children whenever possible. Attendance at entertainments given by the church and school should be encouraged. The mother should belong to mothers' clubs and attend church gatherings.

The religious instruction of the children should be carefully provided for, and their attendance at church and Sunday school checked. Whatever religious duties are required by their church should be followed. The pastor should be consulted in each case about these matters and an attempt made to strengthen the church connection of the family.

School attendance and the progress of the children should be carefully checked through a written report from the teacher each month. The mother should in addition consult with teachers and principals. Children should be encouraged to stay in school until 16 years of age and afterward if they show ability for higher education. Specialized education such as a trade or professional school should be encouraged and arranged for whenever a child shows an aptitude for it.

The foreign-born mothers should receive the education necessary for taking out citizenship papers. Every mother should be given opportunities for training in home making and the care and training of children.

Frequency of visits.

Every family should be visited once in three months by the State agent. Between these visits it is most desirable that the local community should be organized to do the work necessary for their welfare. The State board should retain the leadership in this work, but a social agency or individuals in the community should assist in the care of the family.

If the agent does not already know a family she should read the case record before visiting.

CONCLUSIONS

EVALUATION OF THE WORK OF THE BOARD OF CHILDREN'S GUARDIANS WITH DEPENDENT CHILDREN IN THEIR OWN HOMES

The so-called mothers' aid is the highest form of public relief and the one best calculated to preserve the self-respect and independence of a family under the strain of a long period of dependency. It comes nearer placing the family on the basis of a self-supporting one than any other form of relief that has been devised. It furnishes a regular income, paid in cash at stated intervals in

the same way in which wages are paid. If the amount of aid can be made adequate it is the most desirable form of relief for capable mothers of good character who are deprived of the normal bread-winner of the family. The boarding of children with their own mothers under the dependent children's act makes it necessary to bring children into court on dependency petitions and to give a part of the relief in kind (clothing, milk, and medical care). This removes from the mother a part of the responsibility she should retain for the care of her family.

The accomplishment of the board of children's guardians in its effort to discharge the responsibility to dependent children through the home-life department is a demonstration of what devotion to service, coupled with rare common sense and balanced judgment, can do when faced with a task too heavy for its resources. The combination in one division of all work relating to families under the care of the board would greatly facilitate the execution of the work. Family case work requires a technique that is different in important respects from that of case work with homeless dependent children. It is of course conceivable that a worker could be master of both, but it seems improbable that the State board of children's guardians could obtain sufficient workers of such character to staff a division.

From a practical standpoint it is usually found to the best interests of the work for these two phases of social service—family case work and child care—to be handled by different persons. On the other hand, as the work with families now drawing relief under the dependent children's act and the act to promote home life for dependent children is in part interchangeable and for the rest very much the same, no reason seems to exist why it could not be handled by the same workers. If this were done there undoubtedly would be found means of transferring more families to the form of relief possible under the dependent childen's act, which under the present conditions would be an advantage since the grants possible under the act to promote home life for children are inadequate in so many instances. However, the revision of the home life act to make it sufficiently flexible to care for every situation that might arise in a dependent family where it is for the best interests of the children that they remain in their own homes and where the mother is capable of managing the income would be the better solution of the problem of inadequate grants under the present law.

Every indication was given that the services rendered to families in their care by the staff of the board were thoroughly honest and conscientious, and carried out in a spirit of kindly helpfulness. Observation of the field work and study of the records indicated that the board was entirely uninfluenced by political considerations in making decisions with reference to acceptance of cases and treatment of the families under care. The work of the superintendent of the board was directed with the excellent sense of values which characterized all her activities.

The service given, however, as seen by the foregoing report, was more limited than that given by most private and some public agencies for family welfare. This was inevitable from the burden of work combined with the extent of the territory to be covered.

The investigation of the petition for mothers' aid was made promptly and fully and was presented to the court in a way that

made the facts easily accessible. Investigations were made in a way that compared favorably with that of many public and private agencies with adequate staff and equipment for family case work. Clearing with a social-service exchange wherever possible would certainly prove beneficial. The practice of sending the name of a family applying for aid to an exchange as soon as the petition is received, followed immediately by letters of injuiry to the agencies found registered, would unquestionably facilitate the work as well as make it more thorough.

The supervision of families under care was necessarily limited because of the inadequacy of staff. The standard set by the law of six visits yearly to each home in which children were under supervision is a low one, but even this standard had been impossible to attain because of lack of workers. That the board had ideals for this part of its work that it had been unable to carry out is shown by the following excerpts from the annual reports:

> The board is becoming more and more convinced of the potential possibilities for achieving real and valuable results * * * this value will be achieved in proportion to the strength of the contact which we can have with the families under our care, and that this contact must be limited by the number of agents.
>
> * * * * * * *
>
> We are ashamed to say that the follow-up work * * * is very far from creditable to the State, and it in no sense carries out the intent of the law.
>
> * * * * * * *
>
> We feel very keenly our responsibility in reference to the proper supervision of the families in our care, and had hoped this year to secure enough trained workers to do this work.[13]

In response to such appeals from the board, increases have been made in the staff from time to time, but little more than sufficient to keep pace with the growth of the work of the division.

Stimulation of the development of local agencies to take over much of the detail work necessary for the families under care under the leadership of the board and the development of the personnel of the board to furnish the leadership necessary to the local communities would facilitate the work of supervision. With a highly developed State agency for the care of children, such as the New Jersey State Board of Children's Guardians, it is natural that the counties or other local units should look to it to show where the community's responsibility to its children should cease and where the State's responsibility should begin. At present the judges and the various overseers of the poor are the only local persons who have any official connection with the work of the State board in caring for dependent families. Such additional help as the board receives comes from private agencies and individuals with whom plans of cooperation have been worked out. The poor law of 1924 seems to offer the basis for the formation of a local public agency in its provision that the freeholders of a county may appoint a board of child welfare.[14]

For developing a program the State field workers in the communities where social service is well developed must be at least as well equipped for the work as the representatives of the local organizations. In the communities where social work is undeveloped the

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[13] Reports of the New Jersey State Board of Children's Guardians for the years 1916, p. 7; 1918, p. 4; 1919, p. 3.

[14] N. J., Laws of 1924, ch. 132, sec. 3–7.

task is an extremely difficult one and requires exceptionally well-equipped workers.

The members of the State board of children's guardians have been instrumental in obtaining much of the child-welfare legislation enacted in the last quarter of a century in New Jersey. As individuals the members also have been interested in local problems affecting children. But the board as a board has considered its responsibility as beginning with the commitment of a child to its care and ending with his discharge. It has never assumed responsibility for encouraging and developing local agencies that would assist in preventing dependency or that would help in adjusting a child to his new environment when he goes to work or when he is discharged from the care of the board.

The study was not sufficiently detailed to indicate the proportions of the families under care for whom the relief granted under the act to promote home life for dependent children was adequate or where additional relief was required to enable a family to maintain a normal life. Some of the families visited were living on a standard too low for normal development, others had received supplementary aid, and still others were able to maintain a suitable standard of living on the grant received. Most of the judges were granting the maximum allowance recommended by the board. The administration of relief on a budget basis—that is, to give relief on the basis of the difference between the family income from all sources and an estimated budget that will cover an adequate standard of living—would facilitate the work of the division. However, the home-life department has had little incentive to develop a budget schedule for the administration of relief, since the maximum grant in so many instances is inadequate and the presentation of a budget to the judge could not affect his decision in regard to the amount granted. The division had made a study of fuel costs and had arrived at a satisfactory estimate; it would be desirable, therefore, to have a fuller study of living costs made and a full budget schedule developed.[15]

SUGGESTED CHANGES IN ORGANIZATION

The following changes are suggested as logical steps in organizaton to meet the needs of the board under any plan of readjustment and development:

Assignment of the territory among the field workers so that each worker would remain in a territory until a definite reason for change develops. This will give the workers a chance to become acquainted with the community and to work out plans of cooperation with public and private agencies and other representatives of the locality.

The development of a health program including a complete physical examination for each child committed to the board, using the resources found in the community. For example, every child of

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[15] At the present time estimates of food costs may be obtained from the Charity Organization Society of the City of New York, the New York Association for Improving the Conditions of the Poor, the Hudson County Tuberculosis League, the Cleveland Associated Charities, the Detroit Visiting Housekeeper Association, and the Council of Social Agencies of Chicago; estimates of clothing costs may be had from the Detroit Visiting Housekeeper Association, the Social Welfare League of Rochester, N. Y., the Cleveland Associated Charities, and the Council of Social Agencies of Chicago; estimates of adequate household supplies and furnishings may be had from the Detroit Visiting Housekeeper Association, the Cleveland Associated Charities, and the Council of Social Agencies of Chicago.

preschool age might be placed under the care of an infant-welfare clinic where one is available in the community. The examination of older children could in many instances be arranged for through the public-health nurses; where no free clinics are available in a community private physicians might volunteer to do the work if asked. Under such a program the board would have information showing the communities that are equipped adequately for child-health work and those in which such work should be developed.

A cross file of all cases known to the State board of children's guardians would be of great value. Under the present system with no central registration bureau it is necessary to look through several card files for each new application to be sure that the family is not already known to the board.

The running record which is now written in longhand should be typed, a change which would require the service of probably four additional stenographers or typists. At the present time the board has under consideration plans for attaching a permanent face card to the case record and of fastening the separate sheets of each record together in book form. This will be a great improvement in the record.

The folder for the case record might be stamped by the case reader so that certain types of cases might be grouped for the convenience of the agents. For example, where feeble-mindedness is present, where property interests are involved, where behavior difficulties or special health problems exist, or where a member of the family is on parole to the parole division of the State, the records might have some distinguishing word stamped in the corner of the folder so that they could be gathered together easily.

In order to raise the standard of family-welfare work being done by the board in its work with dependent children in their own homes a field supervisor is suggested as a new member of the staff. Such a worker would study the resources of a local community, give help to the field workers so that they may utilize the local resources for the benefit of the families under their care, coordinate the work of the field staff, and assist in the development of local agencies needed for family case work. In time, as local organizations develop, in order to furnish them with leadership the board should add to its staff workers skilled in family case work and community organization. These workers might act as field supervisors, coordinating the work of the agents of the board with those of the local community.

Field supervisors would need to be of superior ability and good training, and to have had experience in family-welfare work in both urban and rural communities.

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APPENDIX

APPENDIX.—RECORD FORMS USED BY THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS

FORMS USED BY THE DEPENDENT CHILDREN'S DEPARTMENT

STATISTICAL REPORT OF THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS

From_____ To_____
Number of children committed by the courts_____
Number of children committed_____
Number of children placed_____
Number of children placed in free homes_____
Number of children placed in boarding homes_____
Number of children placed in institutions free_____
Number of children placed in institutions boarding_____
Number of transfers_____
Boarding homes to boarding homes_____
Boarding homes to free homes_____
Free homes to boarding homes_____
Free homes to free homes_____
Number discharged_____
From almshouses_____
From families at board_____
From families free_____
Died in almshouses_____
Died in families_____
Died in hospitals_____
Legally adopted_____
Number of new cases investigated_____
Number of children involved_____
Number of visits investigating cases_____
Number of visits investigating homes_____
Number of children visited_____
Number of children in boarding homes_____
Number of children in free homes_____
Number of children in care_____
Number of applications for children received_____
Roman Catholic_____
Protestant_____
Jewish_____
Number of children in almshouses_____
Defective_____
Normal_____
Baby with mother_____
_____, *Superintendent.*

RECORD OF COMMITMENTS

Date committed	Board notified	Record No.	Religion	Color	Nationality	Age	Committed from	Causes

FOSTER-HOME RECORD

Name _____

Address _____

Date placed	Name of child	B. H. or F. H.	Year of birth	Transferred

NOTICE OF COMMITMENT

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS—BLANK FOR WARDENS, OVERSEERS, ETC.

Name of child _____
Date of birth _____
Sex _____ Color _____
Date of commitment _____
By whom committed _____
Name _____
Address _____
Physical condition _____
Mental condition _____
Amount of schooling _____
Religion of child _____
Religion of father _____
Religion of mother _____
Names of parents _____
_____
Address of parents _____
Names and addresses of relatives _____
_____
What do you know of the history of the family? _____
_____
General remarks and description of child _____
_____

Please give us full information as possible and return to New Jersey State Board of Children's Guardians, 421 Commercial Trust Building, Jersey City.

PARENTAL CONSENT TO ADOPTION

Whereas _____ are now anxious to adopt _____ and have presented a petition therefore to the orphans court of the county of _____ and State of New Jersey;

Whereas I, _____ of said child am satisfied that the said _____ are suitable persons to have the care and custody of said child, and that said child is happy and contented in the home of the said petitioners, and that said petitioners are of ability to properly support, maintain, and educate said child; and

Whereas the said _____ is _____ and that I am unable to support, care for, and educate _____;

Now, therefore, I, _____ of said child, _____ do hereby consent to the adoption of said child _____ by the said _____ and to changing _____ name to _____ in accordance with the provisions of the act entitled "An act concerning minors, their adoption,

custody, and maintenance (revision of 1902) approved April 2, 1902, and the various supplements and amendments thereto.

In witness whereof, I, the said _____ have hereunto set my hand and seal this _____ day of _____ 192____ in the year of our Lord.

_____

Signed, sealed, and delivered in the presence of—

_____

_____

STATE OF NEW JERSEY,
County of _____, *ss:*

Be it remembered, that on this _____ day of _____ A. D. _____ before me, the subscriber, a notary public in the county of _____ personally appeared _____ who I am satisfied is the person named in, and who executed the foregoing instrument, and I having first made known to _____ the contents thereof, did acknowledge that _____ signed and delivered the same as _____ voluntary act and deed.

CONSENT OF GUARDIAN TO ADOPTION

COUNTY ORPHANS' COURT

In the matter of the application for the adoption of _____

Whereas on or about the _____ day of _____, 19____ _____ was committed to the almshouse of the _____ of _____: whereby said _____ _____ became a ward of the New Jersey State Board of Children's Guardians, and said board became the legal guardian of said _____;

Whereas the said New Jersey State Board of Children's Guardians did place said _____ with _____ and _____:

Whereas the said _____ and _____ are now anxious to adopt said _____, and have presented a petition therefor to the orphans' court of the county of _____; and

Whereas the New Jersey State Board of Children's Guardians has become and is satisfied that said _____ and _____ are suitable persons to have the care and custody of said child, that said child is happy and contented in the home of the said petitioners, and that said petitioners are of ability to properly support, maintain, and educate said child:

Now, therefore, the said New Jersey State Board of Children's Guardians, the legal guardian of _____ does hereby consent to the adoption of said _____ by the said _____ and _____ in accordance with the provisions of the act entitled "An act concerning minors, their adoption, custody, and maintenance" (revision of 1902), approved April 2, 1902, and the supplements thereto.

In witness whereof, the New Jersey State Board of Children's Guardians has caused its common seal to be hereto annexed and these presents to be signed by its president and attested by its secretary the _____ day of _____, 19____.

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS,
By _____, *President.*

Attest:

_____, *Secretary.*

PETITION FOR ADOPTION

COUNTY ORPHANS' COURT

In the matter of the adoption of _____, a minor. On petition

To the honorable JUDGE OF THE ORPHANS' COURT OF THE COUNTY OF _____:

The petition of _____ and _____, of the _____, county of _____, and State of New Jersey, respectfully show that they are desirous of adopting a certain minor, _____, and that they are desirous that the name of said child be changed to _____. Said child is about the age of_____, and is now residing with your petitioners at _____ aforesaid; that said child is possessed of no property, real or personal, to the petitioners' knowledge, except the clothing, toys, books, and such other articles provided for its use by your petitioners. That said child _____ and was placed in the almshouse of the _____ by _____, overseer of the poor of _____, in the county of _____, in the State of New Jersey. Your petitioners further show that they are of the ages of _____ and _____ years, respectively.

And your petitioners further show that they are of good moral character and of excellent standing in the community and of ability to properly clothe, maintain, and educate the child sought to be adopted, having reference to the condition and degree in life of the child's parents, and that the best interests of said child will be promoted by such adoption. That said child was placed in the care of your petitioners by the New Jersey State Board of Children's Guardians on or about the _____ day of _____, and that said State board has consented to the adoption of said child. That during the time said child has been placed in your petitioners' care _____ has remained in the home of your petitioners, and has been wholly maintained and educated by your petitioner at their expense.

And your petitioners pray that a decree may be made by this court, in conformity with the act entitled "An act concerning minors, their adoption, custody, and maintenance" (revision of 1902), and the supplements thereto, declaring and adjudging that from the date of said decree the name of said child shall be changed to and be _____, and that the rights, duties, privileges, and relations thereto existing between the said child and her parents shall be in all respects at an end, except the right of inheritance; and that the rights, duties, privileges, and relations between said child and your petitioners, _____ parents by adoption, shall thenceforth in all respects be the same, including the right of inheritance, as if said child had been born to them in lawful wedlock, except only as otherwise provided in the said act, with all other rights as by said act provided.

And your petitioners will ever pray

_____, *Proctor.*
_____, *Petitioner.*

MEDICAL BLANKS AND REPORTS

STATE BOARD OF CHILDREN'S GUARDIANS,
Jersey City, N. J., _____

_____

MY DEAR _____: It is customary to have a physical examination made of all children committed to our care. Inclosed please find medical-inspection blank for _____ Will you kindly take these children to your family physician and have him fill out the inclosed blanks, returning them to this office with his bill?

The physicians who usually do this work for us charge $1.50 for an office call and $2 for a house call.

Thanking you, I am
Yours very truly,

FRANCES DAY, *Superintendent.*

MEDICAL-INSPECTION BLANK

Full name_____
Residence_____
Place of examination_____
Has there been any consumption or insanity in the family? _____
Has child been successfully vaccinated? _____
Is the pulse regular and normal in quality and tension? _____
At rest, number of beats per minute_____
Respiration, number of beats per minute_____
Are the pupils equal and normal?_____. Normal distance vision?_____Do they react to light and accommodation? _____ Distance vision, Snellen type: Right, 20 feet _____ left, 20 feet_____ Condition of eyelids_____ Presence of convergence? _____ Divergence? _____
Conjunctivitis or trachomic or any abnormality? _____
Is the heart in its normal position? _____ Is it enlarged? _____ Are the heart sounds normal? _____ Are any murmurs present? _____ Is there any sign of any disease of the heart or blood vessels? _____
Is the chest well formed, erect, and symmetrical? _____
Does careful auscultation and percussion of every part of both lungs reveal any sign of disease of any kind?_____ Is there any reason to suspect that the lungs are not perfectly sound? _____
Is there any evidence of disease of the liver or abdominal organs? _____
Is there any reason to suspect any disease of the brain or nervous system? _____
Has the child any deformity? _____
Albumin? _____
Any signs of feeble-mindedness? _____
Nose and throat: Presence of nasal discharge? _____ Adenoids? _____ Hypertrophic tonsils? _____ Would you recommend an operation? _____
Ear: Normal hearing? _____ Presence of discharging ear?_____
Skin: Presence of any eruption on the body? _____ Presence of any eruption on the scalp? _____
Condition of the teeth? _____

_____ M. D.

[Blank to be returned to the New Jersey State Board of Children's Guardians, Room 421, Commercial Trust Building, Jersey City, N. J.]

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS—DOCTOR'S REPORT

Date_____

Child's name_____
Address_____
_____

REPORT

_____
_____
_____
Signed_____
Address_____

FORM INQUIRY SENT TO APPLICANTS FOR CARE OF CHILDREN

STATE OF NEW JERSEY,
BOARD OF CHILDREN'S GUARDIANS,
Jersey City, _____.

Your application for a child was duly received. Before we can give you a definite reply it will be necessary to know further particulars in regard to your home and what sort of a child you desire. Will you, therefore, kindly answer the following questions?

Name and address in full _____

1. Please give full names and ages of all members of your family:

_____

_____

_____

2. Do you keep boarders? _____ What ages and sex? _____
   Do you keep hired help? _____ What ages and sex? _____
3. How large and what kind of place have you? _____
4. Do you attend a Protestant or Roman Catholic Church? _____
   Do you attend regularly, and where? _____
   Name and address of your pastor? _____
5. How far are you from church? _____
   How far are you from school? _____
   How far are you from the post office? _____
   What is your railroad station? _____
   On what line of railroad? _____
   How far is the station from your home? _____
   What conveyance is there for one going without notice? _____
   If you live near electric car line, give name of line. _____
6. How long have you lived in town? _____
   If only a short time, where was your former residence? _____

_____

7. What is your occupation or what means of support have you? _____

_____

8. Why do you wish to take a child? _____

_____

9. Do you desire a girl or a boy? _____ What age? _____
10. Would the child room alone? _____
    Would the child sleep alone? _____
    Would the child be treated in general as a member of the family? _____

_____

11. Would you send the child to school, as required by the laws of the State?

_____

12. State whether you wish to take a child to board, or whether you will take a child and furnish it with board and clothes free of charge. _____

_____

13. Have you taken any children before? _____ If so, from where, and how long did they remain with you? _____

_____

14. Please give, as references, the names and addresses of three citizens of good standing, not relatives:

_____

_____

_____

If we hear from you in reply, we shall be glad to consider your application, and will notify you if we can send such a child as you desire. Before using your home it will be visited by an investigator of the board.

Yours very truly,

FRANCES DAY, *Superintendent.*

FORM INQUIRY SENT TO REFERENCES NAMED BY APPLICANTS

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS

_____

_____

Will you kindly give us all the information you can of the character and circumstances of _____ and family? Do you know _____ to be of strictly temperate habits and moral character? _____
Is he kind and even tempered? _____
Has he a good sensible wife? _____
Is she kind and wise with children? _____
Do they live peaceably and happily together? _____
What is their financial condition? _____
Have they a neat, comfortable home? _____
Would you consider it a desirable home for a child? _____
What church do they attend? _____
How long have you known the family? _____
Are you related to them by marriage or otherwise? _____

Please state any further particulars that may throw light on their character and standing.

_____
_____

[Inclosed find envelope, for reply at your earliest convenience. All information will be held strictly confidential]

FORM FILLED IN BY FOSTER PARENT FOR CHILDREN UNDER CARE

STATE BOARD OF CHILDREN'S GUARDIANS,
Jersey City, N. J., _____.

MY DEAR _____: Will you kindly fill in below the correct information and return it to this office as soon as possible?

Name of child _____
Name of school _____
Address of school _____; county, _____
Name of principal _____
Name of teacher _____
Grade _____
Name of church _____
Address of church _____
Pastor's name _____
Address of pastor _____
Name and address of Sunday-school teacher _____
_____
If child is working, how long and where? _____
_____
If under the age of 16, have working papers been secured? _____
_____ What date? _____

Yours very truly,

FRANCES DAY, *Superintendent.*

FORM LETTERS AND ORDER BLANKS SENT TO FOSTER PARENTS

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS—CONDITIONS UNDER WHICH CHILDREN ARE PLACED

Free.—Children placed free receive, free of charge, their board, clothes, and the privilege of attending school, as required by the laws of the State.

Adoption.—The State board places children for adoption. To be sure that the family will be satisfied with the child, a trial of one year is required, after which time, if the State board gives its consent, adoption papers can be taken out. This must be done through the orphans' court, and all expenses must be paid for by the family wishing to adopt the child.

Boarding.—The State board pays $3.50 each per week for board of its children. In addition to this, clothing is furnished and medical attendance is paid for. As a rule, children over 10 are not placed at board.

Families wishing to take children from the State board must fill out completely the application blank sent from this office. An investigation is made, and the home is visited by an agent of the board.

If the home can be used, an agent brings the child, introduces it to the family, and makes all arrangements for its remaining. Visits will be made quarterly by the agent. If the family is not satisfied with the child, it will be removed after a reasonable notice has been given.

Our aim is to place children in homes where they will be made as nearly as possible members of the family, and where they will receive a wholesome family life.

STATE BOARD OF CHILDREN'S GUARDIANS,
Jersey City, N. J., _____

DEAR MRS. _____: Inclosed you will find clothing and shoe order blanks for your children_____
_____
who were recently committed to the care of this board.

We will pay you at the rate of $3.50 per week for each child, except_____
_____
and clothing for all the children.

With the help that you receive from us we feel sure that you will do everything for the best interests of your children; see that their attendance at church and school is regular and punctual and that they come in a clean and tidy condition.

When filling out these blanks, order just what the children are in need of at the present time, giving their age and size and whether they are large or small. When ordering clothing send the blanks in so that they reach this office by the 1st or 15th of the month.

Yours very truly,

FRANCES DAY, *Superintendent.*

CLOTHING ORDER BLANK

If the child in your care is in need of clothing, fill out the order blank given below, using one blank for each child.

Be careful in ordering to give exact sizes, and to state whether the child is large or small for its age.

Nothing is to be written on this order sheet but the order.

Return this blank to the New Jersey State Board of Children's Guardians, 421 Commercial Trust Building, Jersey City, N. J.

Name of child_____ Age_____
Living with_____
Address_____
Date_____

How many		Sizes	
-------	----------	---------	---------
-------	----------	---------	---------
-------	----------	---------	---------

[Orders to be sent in so they reach the office by the 1st or 15th of each month]

FRANCES DAY, *Superintendent.*

SHOE AND RUBBER ORDER BLANK

If the child in your care is in need of shoes or rubbers, fill out the order blank given below, using one blank for each child.

Be careful in ordering to give exact sizes and to state whether the child is large or small for its age.

Nothing is to be written on this order sheet but the order.

Return this blank to the New Jersey State Board of Children's Guardians, 421 Commercial Trust Building, Jersey City, N. J.

Name of child_____ Age_____
Living with _____
Address _____
Date _____

How many		Sizes	

[Orders to be sent in so they reach the office by the 1st or 15th of each month]

FRANCES DAY, *Superintendent.*

STATE BOARD OF CHILDREN'S GUARDIANS,
*Jersey City, N. J.*_____.

DEAR MADAM: When a child placed in your care by this board becomes ill or shows symptoms of illness, you are to call a doctor and notify this board at once, giving the name and address of the doctor called. In case you live in Jersey City, you are to call Dr. Paul Andrae, 52 Warner Avenue, Jersey City; telephone, Bergen 2173. If you live in Bayonne, call Doctor Larkey, 700 Avenue C, Bayonne; telephone, Bayonne 417. If living in Hoboken, West Hoboken, West New York, Union Hill, Weehawken, North Bergen, or Guttenberg, you are to call Dr. Joseph Schapiro, 112 Palisade Avenue, town of Union; telephone, Palisade 2761.

If you do not live in any of the above-named cities, then call your family physician. In either case you must notify this board at once.

When a child placed by this board in your care needs new toothbrush and powder, include this on your clothing order, as every child over 5 years of age in the care of this board must use a toothbrush and powder.

If you find it necessary to purchase anything for any child who is a ward of this board—for instance, if you have an infant or sickly child for whom you are purchasing either condensed or bottled milk, you must get a receipt from your milkman or grocer and send it with your bill to this office. It will be impossible for us to reimburse you unless you comply with this rule. Milk is supplied for infants up to 2 years old, unless we have a certificate from your doctor stating the child needs milk.

When a child placed by us in your care needs shoes or clothing, please order these articles before they are so badly worn that it necessitates keeping the child home from school or church on this account. Please see that you have your order in this office at least two weeks in advance of when the children are in need of these articles, so that there will be no delay in filling your order.

When ordering please state whatever the child is in need of at this time, so that it will not be necessary for you to order every two or three weeks for the same child. In filling orders for clothing or shoes always send the correct size and age of the children, following the directions closely.

Yours very truly,

FRANCES DAY, *Superintendent.*

AGREEMENT SIGNED BY FOSTER PARENTS RECEIVING CHILDREN IN FREE HOMES

AGREEMENT BETWEEN THE NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS AND

CONCERNING

(Child's name)

This agreement, by and between the State Board of Children's Guardians of the first part, and_____of the_____of _____County of_____and State of New Jersey, whose post-office address is_____, N. J., of the second part:

Witnesseth, that the said board, in consideration of the agreement herein made by the party of the second part, hereby places_____ _____a minor, in the family of the said party of the second part, to remain until the_____day of_____, 19____ (when _____will be 21 years of age), unless sooner returned by said party of the second part, who is hereby authorized to return said child in his discretion, or unless said child is sooner removed by the said board. The board hereby reserves the right to remove said child from the custody of said party of the second part in its discretion, and the said party of the second part agrees to surrender said child upon demand to its duly appointed agent.

The said party of the second part hereby consents to the above conditions and receives said child in his family and agrees that he will maintain the child properly and treat the child at all times kindly and as a member of his family; and will cause said child to attend church and Sunday school, as prescribed by State law; and to attend a public or other school for at least such a period of time each year as is or may be required by the compulsory education laws of the State of New Jersey; and will provide said child with sufficient and suitable clothing for week days and for attending church and Sunday school, and with suitable food, medical and dental treatment and attendance, and other necessaries in health and sickness; that at a proper age he will afford said child an opportunity to be instructed in some useful trade, calling, or occupation; that any person or persons authorized by said board may visit said child at any time; that when said child attains the age of 16 years the board may make such agreement through its superintendent as may be equitable for the payment of wages of said child during the whole or a part of the year or for such remuneration or educational advantages as may afford an adequate return for services thereafter rendered by said child. The said board will in no case be liable for the board, clothing, medicine, medical or dental treatment, or for any expense whatsoever incurred by the party of the second part for or on behalf of said child. That the party of the second part will abide by and carry out all the rules and regulations now made or which may be made in the future by the party of the first part in regard to children under its care.

In witness whereof the said board, through its superintendent, and the party of the second part have executed this agreement this_____day of_____, 19____.

_____, *Superintendent.*

NOTE.—This agreement does not constitute a legal adoption of the child and is not intended to take the place of such adoption. If the foster parents, after the child has been with them a year, wish legally to adopt the child, application should be made to the State Board of Children's Guardians, room 421 Commercial Trust Building, Jersey City, N. J.

CHURCH, SUNDAY SCHOOL, AND SCHOOL ATTENDANCE RECORDS[1]

NAME OF CHILD

DATE	NAME OF CHURCH	NAME OF PASTOR	JAN.		APR.		JULY		OCT.	
			C.	S.	C.	S.	C.	S.	C.	S.

1 10 20 30 40 50

START TYPEWRITING AT 1; USE OTHER POINTS ON SCALE TO START OTHER DIVISIONS OF VISIBLE TITLE TO INSURE PERFECT ALIGNMENT OF EACH DIVISION OF INFORMATION FOR SPEEDY REFERENCE; THEN REMOVE THIS STUB. USE NEW TYPEWRITER RIBBON.

NAME OF CHILD

NAME OF SCHOOL

TEACHER

ADDRESS

REMARKS

AGE	GRADE A.	GRADE B.	HEALTH	CLOTHING	DEPORTMENT	SCHOLARSHIP	TIMES TARDY	REASON ABSENCE	TIMES ABSENT	NO. SESSIONS
SEP										
OCT										
NOV										
DEC										
JAN										
FEB										
MAR										
APR										
MAY										
JUN										
JUL										
AUG										

1 10 20 30 40 50

START TYPEWRITING AT 1; USE OTHER POINTS ON SCALE TO START OTHER DIVISIONS OF VISIBLE TITLE TO INSURE PERFECT ALIGNMENT OF EACH DIVISION OF INFORMATION FOR SPEEDY REFERENCE; THEN REMOVE THIS STUB. USE NEW TYPEWRITER RIBBON.

[1] These record forms are used by both the dependent children's and the home life departments.

Date _____
Report of _____
Grade _____
Number of sessions _____
Sessions absent _____
Reason for absence _____
Times tardy _____
Scholarship _____
Deportment _____
Clothing _____
Health _____
Remarks _____

Very truly yours,

_____, *Teacher.*

Date _____
Name and address of school _____
_____

_____, *Principal.*

[Return to N. J. State Board of Children's Guardians, room 421, 15 Exchange Place, Jersey City, N. J.]

Date _____
Name of child _____
Address _____
Living with _____
Record of church attendance _____
Record of Sunday-school attendance _____
_____
_____
_____
Remarks _____
_____
_____
_____

Very truly yours,

_____, *Pastor.*

Name of church _____
Address _____
County _____

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS

DEAR _____

Will you kindly cooperate with us in taking a friendly interest in our ward, _____ who, we understand, is attending your Sunday school and church.

We shall be greatly indebted to you for a report each quarter of our ward's attendance, for which purpose we will inclose blank reports and return envelopes.

If our ward does not attend your Sunday school and church, kindly notify us.

You will greatly aid us in our work by complying with this request.

FRANCES DAY, *Superintendent.*

STATE OF NEW JERSEY,
BOARD OF CHILDREN'S GUARDIANS,
Jersey City, _____.

DEAR _____: Will you kindly cooperate with us by taking a friendly interest in our ward, _____ who we understand is attending your school.

We shall be greatly indebted to you for a report each month of our ward's attendance, for which purpose we will inclose blank reports and return envelopes.

If our ward does not attend your school, kindly notify us.

You will aid us greatly by this cooperation.

FRANCES DAY, *Superintendent.*

FORM LETTER SENT TO CHILDREN DISCHARGED WHEN OF AGE

STATE OF NEW JERSEY,
BOARD OF CHILDREN'S GUARDIANS,
Jersey City, _____.

MY DEAR _____: During the past month you became 21 years of age whereby our jurisdiction over you ceased and you went out of our care; however, I want you to feel that even though you are no longer under our supervision, that we are still your friends and will be glad to have you call upon us at any time.

When you receive this letter will you kindly let me hear from you as to just what you intend to do now that you are of age?

With best wishes for your future success and happiness, I am,

Sincerely your friend,

_____.

FORMS USED BY THE HOME LIFE DEPARTMENT

STATE OF NEW JERSEY,
BOARD OF CHILDREN'S GUARDIANS,
Jersey City, _____.

DEAR MADAM: Your letter asking for information in regard to the mothers' pension bill has been received at this office. Under the law, your petition must be made direct to the court of common pleas which is held for your county at _____.

Under the law, it will be necessary for you to fill out the three inclosed blanks, answering fully question thereon; otherwise, you may cause serious delay in having your petition acted upon by the court. After you have answered these questions fully, and had the blanks sworn to before a person authorized to take affidavits, you must then file a copy with your county judge; also a copy with your local poormaster; and one with us.

I am inclosing a copy of the law which will show you that in order to be eligible to receive this pension—1, you must be a widow; 2, you must be a mother of children under 16 years of age; 3, you must have a legal residence in the county wherein you reside; a legal settlement under the poor law if five years' residence in the municipality; 4, you must have no visible means of support and be liable to become a public charge.

If you have not resided in the county where you are living at this time for five years continuous, you will have to present your petition to the judge in the county where you have lived five years.

If you do not understand about this, I will be glad to have you write me and I will advise you further in regard to this matter.

Yours truly,

FRANCES DAY, *Superintendent*.

NOTICE AND PETITION

In the matter of the petition of _____ for relief under chapter 281 of the laws of 1913

To the COURT OF COMMON PLEAS OF THE COUNTY OF _____

The humble petition of _____, widow of _____ _____. in the county of _____ in the State of New Jersey, respectfully shows the name of your petitioner is _____

The husband of your petitioner died on the _____ day of _____, one thousand nine hundred and _____

The names of the children of your petitioner and the dates and places of their births are as follows:

_____

_____

Your petitioner was married to her husband on the _____ day of _____, one thousand nine hundred and _____, at _____

Your petitioner resides at _____ and has been a resident of the State of New Jersey for _____ years. Following are the various places of abode for the last five years, with the dates, as nearly as your petitioner can recollect the same, when she moved in and when she left said respective places of residence:

_____

_____

Neither your petitioner nor any of the children above named have any property or interests in property of any kind, future or contingent, except as follows:

Following is a statement of all property belonging to your petitioner or to either of the children above named, future or contingent, which means real estate, money in bank, or in the possession of petitioner, building and loan shares, or other property of any kind or description.

_____

_____

Following is a statement of the efforts made by your petitioner to support herself and her children.

_____

_____

Following are the names, relationships, and addresses of all the relatives of herself and her deceased husband, so far as they are known to your petitioner.

_____

_____

Your petitioner further states that unless relief is granted, your petitioner will be unable to properly support and educate her children, and that they may become a public charge.

Your petitioner therefore prays that this honorable court shall make an order committing your petitioner and the children above named to the care of the State Board of Children's Guardians, and directing payment to your petitioner through said board monthly, out of the county funds, of the sums of money specified in the act entitled "An act to promote home life for dependent children," approved April 9, 1913, being chapter 281 of the Laws of 1913.

And your petitioner as in duty bound will ever pray, etc.

_____, *Petitioner.*

Dated at _____

_____

STATE OF NEW JERSEY, *County of* _____, *ss:*

_____, of full age, being duly sworn according to law on her oath, deposes and says that she is the petitioner above named; that the facts, matters, and things in said petition set forth are true. Sworn to and subscribed before me, this _____ day of _____ A. D. 19____, at _____

[By chapter 281 of the laws of 1913 no fees or costs are permitted to be paid or allowed on these proceedings]

STATEMENT REGARDING MARRIAGE, DEATHS, AND BIRTHS TO BE VERIFIED BY PETITIONER

STATE DEPARTMENT OF HEALTH,
BUREAU OF VITAL STATISTICS,
Trenton, N. J., _____

Application for certified copies of records to be used only for the prosecution of a claim for widows pension

Date of marriage	Place of marriage	Name of husband	Maiden name of wife

Date of death	Place of death	Usual residence	Name of deceased

Date of birth	Place of birth	Name of child	Full name of father	Maiden name of mother

INSTRUCTIONS—READ CAREFULLY

State exact day, month, and year of each event.

When place of birth, marriage, or death is a township or small village the county should also be given.

State different spellings of last name when more than one has been in use.

Name and address of person to whom certificates are to be sent:

_____
_____
_____

REPORT OF INVESTIGATION OF PETITION BY STATE BOARD

COURT OF COMMON PLEAS OF THE COUNTY OF _____

Report of State board in the matter of the petition of _____
_____ for relief under chapter 281 of the Laws of 1913

The State Board of Children's Guardians hereby reports to the court its findings as the result of its investigation into the petition filed in the above-entitled matter.

Name of petitioner_____
Place of birth_____
Nationality_____
Residence_____
Character of residence_____

How long a resident there_____
Previous residence_____
How long_____
Previous residence_____
How long_____

(Procure previous residence and length of each, for five years. Inquire of landlords or agents.)

Name of husband: _____
Date of marriage: _____
Place of marriage: _____

By whom married: _____
Date of death of husband: _____
Where husband is buried: _____

Children

Name	Date of birth	Place of birth	If baptized, where?

Church attended by petitioner: _____
Name of pastor: _____

Husband's relatives

Name	Relationship	Address	Circumstances

Petitioner's relatives

Name	Relationship	Address	Circumstances

Real estate owned by petitioner: _____
Real estate owned by children: _____
Personal property owned by petitioner, money in bank, building and loan shares, etc.: _____
_____
Personal property owned by children, money in bank, building and loan shares, etc.: _____
_____
Remarks: _____
_____
_____

[By chapter 281 of the Laws of 1913, no fees or costs are permitted to be paid or allowed on these proceedings]

FORM INQUIRY SENT TO AGENCIES WHICH HAVE PREVIOUS KNOWLEDGE OF FAMILIES APPLYING FOR AID UNDER THE ACT TO PROMOTE HOME LIFE FOR DEPENDENT CHILDREN

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS,
Jersey City, N. J., _____.

DEAR SIR: We have received a notice that Mrs. _____, widow of _____, whose children are _____, and who now lives at _____, has presented a petition to the court of common pleas of _____ County for relief under "An act to promote home life for dependent children," chapter 281, Laws of 1913. Hearing of petition has been set for _____.

The law requires us to make an investigation and verify the statements made in this petition. Will you kindly cooperate with us in this case by answering the questions asked on blank attached below and return to this office?

Thanking you. I am,

Yours truly,

_____, *General Agent.*

Please detach this sheet and keep it for office reference.

1. How long have you known Mrs. _____ of _____?
2. To the best of your knowledge and belief how long has she lived in _____ _____ County continuously?
3. Has she ever been given assistance by your organization? _____. If so, how much? _____. In what way? _____. When? _____.
4. Have you ever secured employment for her? _____.
5. Was she satisfactory? _____. Did she retain her position? _____.
6. Do you feel that this family has been improved by your efforts? _____.
7. What means of support other than what she received from you has she had during the time she has been under your supervision? _____.
8. To your knowledge does she possess property? _____. Building and loan stock? _____. Money invested? _____, or in bank? _____.
9. Is she, in your opinion, a good, moral woman? _____.
10. What is her reputation for honesty? _____. Sobriety? _____.
11. What is her general reputation in the community? _____.
12. How does she care for her home? _____.
13. Does she properly care for and control her children? _____
14. Would she, in your opinion, encourage her children to get all the education possible? _____.
15. Have you ever had any knowledge that her children are mentally or morally defective? _____.
16. Are any of her children now, or have they ever been, in any public or private institution? _____.
17. Have any of her children ever been before the juvenile court? _____. If so, on what charge? _____.
18. Have any of her children ever been on probation? _____.
19. Have any of her children ever been in a correctional institution? _____.
20. Would you consider this woman competent morally, physically, and mentally to rear the children? _____.
21. What suggestions would you make regarding this family? _____

_____

_____
(Signature)

_____
(Title)

_____
(Name of association)

Dated: _____

FORM INQUIRY SENT TO REFERENCES NAMED BY PETITIONER

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS,
Jersey City, N. J., _____

DEAR SIR or MADAM: Your name has been given us as reference by _____ _____ of _____ who is applying for assistance under "An act to promote home life for dependent children," chapter 281, Laws of 1913. Will you please answer the following questions on the understanding that your reply will be held confidential as to its source?

Very truly yours,

_____ *General Agent.*

DETACH HERE

1. How long have you known Mrs. _____
2. How long has the applicant lived in _____ County continuously? _____
3. To your knowledge, does she possess any property? _____ Building and loan shares? _____ Money invested _____ Or in the bank? _____
4. Is she, in your opinion, a good, moral woman? _____
5. What is her reputation for honesty and sobriety? _____
6. What is her general reputation?
7. How does she care for her home? _____
8. Does she spend her income advantageously? _____
9. Does she properly care for and control her children? _____
10. Would she, in your opinion, give her children a good education? _____
11. Are her children normal? _____
12. Are any or all of them incorrigible? _____

_____
(Signature)

Address _____

Dated _____

FORM INQUIRY REGARDING HEALTH OF PETITIONER

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS,
Jersey City, N. J., _____

DEAR DR. _____: We are anxious to learn the physical condition of the bearer _____ in whom we are interested. Would you be willing to help us by filling out the blank on the reverse side of this card?

Yours very truly,

_____, *Superintendent.*

(Reverse)

Date examined _____

Name _____
Address _____
Nature of ailment _____
Is patient able to work? _____
Is special diet needed? _____
Do you recommend any special treatment? _____
_____

_____, *Physician.*

NOTICE TO BOARDS OF FREEHOLDERS

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIAN'S,
Jersey City, N. J., _____

DEAR SIR: You are hereby notified that the following list of petitions for relief under chapter 281, Laws of 1913, has been presented to the court of common pleas:

_____
_____
_____

While the law does not provide for notice to the board of freeholders, yet, in view of the fact that such sums as may be allowed are payable out of the county treasury, we deem it proper that you should have such notice in order that the county may be represented at the hearing.

The hearing will be held _____ at _____ before _____.

We will be very glad of your cooperation, and will furnish you with copies of the reports of our investigations on these cases at the hearing.

Very truly yours,

_____, *General Agent.*

NOTICE OF HEARING

STATE OF NEW JERSEY,
BOARD OF CHILDREN'S GUARDIANS,
Jersey City, _____.

DEAR MADAM: Your petition for relief under chapter 281, Laws of 1913, known as the widow's pension law, will be heard by Judge _____ at courthouse, in _____ on _____, at _____ o'clock.

Please be at the courthouse at that time and bring with you the following: Marriage certificate; husband's death certificate: birth certificates of all children under 16 years of age. You can obtain these, without any expense by mailing the blanks which our agent gave you, after you have filled them out, to the Bureau of Vital Statistics, Statehouse, Trenton, N. J. Also bring bill of your husband's funeral expenses.

If you are under the care of a physician, get a certificate from the physician stating what he is treating you for and how long he has been treating you.

Also get certified letters from the landlords where you have resided for the last five years or bring your rent receipts covering the last five years.

Bring two witnesses, not relatives, who know you and can vouch for your statements in your petition.

It is important for you to secure the necessary certificates, and to be present at the time scheduled.

Yours truly,

_____, *General Agent.*

NOTICE OF GRANTING OF RELIEF

NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS,
Jersey City, N. J., _____.

DEAR MRS. _____: On _____, Judge _____ committed to the care of this board under "An act to promote home life for dependent children" _____ _____ and _____and granted for the care of these children, $_____ per month, payable to you as their mother. Under the law, this board is obliged to keep in very close touch with you and your children, and for this reason we must ask that you notify us immediately of any change in your address or manner of living. If any of the children should secure employment at any time you must notify us, giving the employer's name and address and the child's wages; also state if the child has secured working papers and the date when papers were taken out.

The law definitely lays upon you the responsibility of caring for your children properly. This means that they be properly housed, clothed, and fed; that they attend school regularly; and receive proper religious instruction. We will have reports from the school and church regarding your children. If at any time the children are seriously ill, report the fact to this office, giving the name and address of the physician attending them.

We shall visit you frequently and shall expect to find your home clean and tidy, the children clean, and their clothing in good condition. We wish you to be able to tell us how you have expended the money received for the children. It will be necessary for us to inspect your entire home, to see all sleeping arrangements, condition of the beds, and learn how your home is managed.

We trust you will work with us for the good of your children.

Very truly yours,

_____, *Superintendent.*

Important.—If you should remarry, you are entitled to relief only up to the day of your marriage. You must notify us at once, giving us the name of the man you marry and the date and place of your marriage.

NOTICE OF HEARING FOR MODIFICATION OR REVOCATION OF RELIEF

Court of common pleas of _____. In the matter of the petition of _____ for assistance under chapter 281, Laws of 1913, etc. Order to show cause

A report having been filed with this court by the New Jersey State Board of Children's Guardians showing that you_____
_____.

It is on this _____ day of _____ nineteen hundred and _____, ordered, that you, _____ be and appear before the common pleas court of the county of _____ on _____ at _____ at the courthouse, _____, to show cause why your relief should not be modified or revoked according to law.

_____, *Judge.*

Mrs. _____
_____
_____

ORDER REVOKING OR MODIFYING RELIEF

Court of common pleas of the county of _____ In the matter of the petition of _____ for relief under chapter 281 of the Laws of 1913. Order modifying or revoking relief

It appearing to the court that the order for relief made in this matter on the _____ day of _____ nineteen hundred and _____, granting $_____ per month to _____ _____ for the support and maintenance of her _____ children, and that the said _____ is now no longer in need of _____ this relief:

It is on this _____ day of _____, 192____ ordered that the order heretofore entered in this matter be, and the same is hereby, revoked.

_____, *Judge.*

FACE CARD FOR RECORD OF FAMILIES RECEIVING AID UNDER THE ACT TO PROMOTE HOME LIFE FOR DEPENDENT CHILDREN

Name _____. Color _____.
Nationality _____. Mental condition _____.
Suspect feedble-mindeness? _____. Illiterate?_____.
Physically handicapped? _____. Date relief granted _____. Date issued _____.

Children under 16						Others in the home		
Record No.	Name	Age	Defects		Died	Name	Relationship	Amount paid into home
			Mental	Physical				

Address _____ Rent?_____ Number of rooms_____
Names and address of relatives liable under law for support.
_____
_____
Property owned: Value_____ Mortgage_____
Interest_____ Taxes_____
Would agent recommend home for boarding our dependent children?_____
Would mother be willing to take children to board from this department?_____
Remarks: _____
_____

FORM REPORT OF THE SUPERVISORY VISIT TO FAMILIES GRANTED AID UNDER THE ACT TO PROMOTE HOME LIFE FOR DEPENDENT CHILDREN

Name_____ Date_____
Numbers_____
Agent reporting_____
Children:
Physical condition_____
_____
Condition of body_____
_____
Clothing_____
_____
School and church_____
Does child appear neglected?_____
Are all children receiving relief living at home?_____
If not, give address_____
Any child working for whom relief was granted?_____
Since when?_____ Where?_____
Amount earned per week?_____
Do children under 21 give all wages to mother?_____
Mother:
Physical condition_____
Character of work_____
Does mother appear overworked?_____
How are children cared for while mother is at work?_____
_____
Does mother control children?_____
General reputation of mother_____
What are her habits?_____

Home:

General condition_____

Sanitary condition_____

Beds_____

Have home conditions improved?_____

Are they now satisfactory?_____

Income per month_____

Outlay per month_____

Debts_____

Recreation and amusements_____

Is there harmony in the home?_____